DOCUMENT RESUME

ED 446 181 UD 033 810

AUTHOR	Richardson, Joe; House, Sharon
TITLE	Federal Programs for Children & Families: A Tool for Connecting Programs to People. A CRS Report for Congress. Special Report #15.
INSTITUTION	Institute for Educational Leadership, Washington, DC.
PUB DATE	1999-00-00
NOTE	218p.; Originally published by the Congressional Research Service (CRS) on May 12, 1999 as "CRS Report for Congress: Children and Their Families: Federal Programs and Tax Provisions" by Joe Richardson and Sharon House.
AVAILABLE FROM	For full text: http://policyexchange.iel.org.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Children; *Family Programs; *Federal Programs; *Financial Support; Program Descriptions; *Tax Credits; Taxes

ABSTRACT

This report provides basic information about some 140 federal programs and tax provisions affecting children and their families. It contains brief descriptions of each program/tax rule, participation and funding information (to the extent available), and table summaries of selected program characteristics, such as how benefits and services are targeted by age, income, and other factors, and administrative arrangements and matching requirements. The programs described include 37 programs or tax rules providing for education and training, 21 programs or rules for health care, 19 programs or rules for housing, 19 programs and rules for income support, 9 programs for nutrition needs, and 34 programs or rules for social services. Slightly more than half the number of programs support education and training and social services, including child care, but the majority of federal funds directed at children and families are concentrated in programs and tax provisions that support family income and basic health care, housing, and nutrition needs. About 30% of the federal initiatives for children and families restrict benefits and services to low-income groups, and another 25% emphasize these groups. Programs described as pertaining to education and training include a wide range of programs, such as bilingual education charter schools, programs for early childhood education, and school-to-work initiatives. Among the tax provisions related to education are welfare-to-work tax credits and the work opportunity credit. (Contains 30 tables.) (SLD)

Reproductions supplied by EDRS are the best that can be made
from the original document.

FEDERAL PROGRAMS FOR CHILDREN & FAMILIES

A TOOL FOR CONNECTING PROGRAMS TO PEOPLE*

ED 446 181

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.
Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL IN MICROFICHE AND IN ELECTRONIC MEDIA FOR ERIC COLLECTION SUBSCRIBERS ONLY HAS BEEN GRANTED BY

L. Clarke
Institute for Educational Leadership

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

2A

Print this 217-page report or selected program summaries from the Policy Exchange website: www.policyexchange.iel.org/pubs/Federal_Programs_for_Children.html. Share the information with policymakers, program administrators, staff & advocates.

A CRS Report for Congress

Published by the IEL Policy Exchange
Institute for Educational Leadership

Special Report #15

*This report was originally published by the Congressional Research Service on May 12, 1999, under the title *CRS Report for Congress: "Children and Their Families: Federal Programs and Tax Provisions,"* by Joe Richardson and Sharon House, Coordinators, Domestic Social Policy Division, Congressional Research Service, The Library of Congress. The IEL Policy Exchange is re-publishing it to make it available to a larger audience of policymakers and practitioners.

UD033810

BEST COPY AVAILABLE

CONTENTS

List of Tables 6

Summary and **Abstract** 7

Introduction by the IEL Policy Exchange *by Margaret Dunkle* 8

Introduction by CRS 12

Brief Overview 13
- Targeting Benefits and Services (Tables 1A-1F) 13
- Participation (Tables 2A-2F) 15
- Funding (Tables 3A-3F) 15
- Program Characteristics (Tables 4A-4F) 16
- Congressional Committee Involvement (Tables 5A-5F) 18
- For More Information 18
- Notes on Tables 19

Education and Training 21
- Introductory Notes on Education and Training Programs (Wayne Riddle) 22
- Arts in Education (Laura Monagle) 23
- Bilingual Education (Laura Monagle) 24
- Charter Schools (Carol Glover) 25
- Demonstrations of Comprehensive School Reform (Carol Glover) 26
- Department of Defense Dependents' Schools (Laura Monagle) 27
- Educational Block Grants (Carol Glover) 28
- Education for Children with Disabilities (Carol Glover) 29
- Education for Homeless Children and Youth (Carol Glover) 30
- Educational Technology (Laura Monagle) 31
- Even Start (Laura Monagle) 33
- Gallaudet University: Kendall Demonstration Elementary School and the Model Secondary School for the Deaf (Laura Monagle) 34
- Goals 2000: State and Local Education Systemic Improvement (Laura Monagle) 35
- Immigrant Education (Carol Glover) 36
- Impact Aid: Payments for Federally Connected Children (Carol Glover) 37
- Indian Education (Laura Monagle) 38
- Inexpensive Book Distribution (Laura Monagle) 39
- Job Corps (Ann Lordeman) 40
- Junior Reserve Officers Training Corps (JROTC) (Ellen M. Grigorian) 41
- Learn and Serve America: K-12 (Ann Lordeman) 42
- Magnet Schools Assistance (Carol Glover) 43
- National Guard ChalleNGe Grants (David Burrelli) 44
- Safe and Drug-Free Schools and Communities (Laura Monagle) 45
- School-to-Work Opportunities (Carol Glover) 46
- Secretary's Fund for Innovation in Education (Laura Monagle) 47
- State Agency Migrant Education (Carol Glover) 48
- State Agency Neglected and Delinquent Education Grants (Laura Monagle) 49
- Summer Youth Employment and Training (Ann Lordeman) 50

Title I Grants to Local Educational Agencies (Carol Glover) 51
TRIO: Talent Search and Upward Bound (Laura Monagle) 52
21st Century Community Learning Centers (Laura Monagle) 53
Vocational Education: Basic State Grants (Carol Glover) 54
Vocational Education: Tech-prep Education (Carol Glover) 55
Welfare-To-Work Grants (Vee Burke) 56
Welfare-to-Work Tax Credit (Linda Levine) 57
Work Opportunity Tax Credit (Linda Levine) 58
Youthbuild (Susan Vanhorenbeck) 59
Youth Employment and Training (Ann Lordeman) 60

Health 71
Childhood Immunization (Sharon Kearney) 72
Childhood Lead Poisoning Prevention (Sharon Kearney) 73
Children's Mental Health Services (Cecilia Echeverria) 74
Civilian Health and Medical Program of the Department of Veterans' Affairs (CHAMPVA) (Denny Snook) 75
Community Mental Health Services Block Grant (Cecilia Echeverria) 76
Drug-free Communities (Cecilia Echeverria) 77
Family Planning (Sharon Kearney) 78
Federal Employees Health Benefits (Carolyn Merck) 79
Health Centers (Sharon Kearney) 80
Healthy Start (Sharon Kearney) 81
HIV Care Grants (Sharon Kearney) 82
Indian Health Service (Cecilia Echeverria) 83
Knowledge Development and Application (KDA) Grants (Cecilia Echeverria) 84
Maternal and Child Health Services Block Grant (Sharon Kearney) 85
Medicaid (Lisa Herz) 86
Military Health Care Services (David Burrelli) 89
Preventive Health and Health Services Block Grant (Sharon Kearney) 90
State Children's Health Insurance Program (S-CHIP) (Evelyn Parizek) 91
Substance Abuse Prevention and Treatment (SAPT) Block Grant (Cecilia Echeverria) 92
Tax Deduction for Medical Expenses (Bob Lyke) 93
Tax Exclusion for Employer Contributions for Medical Care and Health Insurance Premiums (Bob Lyke) 94

Housing 101
Drug-Elimination Grants for Low-Income Housing (Susan Vanhorenbeck) 102
Family Self-Sufficiency Coordinators (Susan Vanhorenbeck) 103
Family Unification (Susan Vanhorenbeck) 104
Home Investment for Affordable Housing (HOME) Block Grants (Gene Boyd) 105
Homeless Assistance Grants (Susan Vanhorenbeck) 106
Lead-Based Paint Hazard Reduction (Susan Vanhorenbeck) 107
Low-Income Home Energy Assistance (Melinda Gish) 108
Low-Income Housing Tax Credits (Richard Bourdon) 109
Low-Income Public Housing (Susan Vanhorenbeck) 110
Military Family Housing (Mary Tyszkiewicz) 111
Native American Housing Block Grants (Bruce Foote) 112

Rental Housing Assistance (Section 236) (Susan Vanhorenbeck) 113
Revitalization of Severely Distressed Public Housing (HOPE VI) (Susan Vanhorenbeck) 114
Rural Housing Loans (Section 502) (Bruce Foote) 115
Rural Housing Preservation Grants (Section 533) Bruce Foote) 116
Rural Housing Self-help Technical Assistance Grants (Section 523) And Rural Housing Site Loans (Sections 523 And 524) (Bruce Foote) 117
Rural Rental Assistance Payments (Section 521) (Bruce Foote) 118
Rural Rental Housing Loans (Section 515) (Bruce Foote) 119
Section 8 Certificates and Tenant-Based Vouchers (Susan Vanhorenbeck) 120

Income Suppot 126
Child And Dependent Care Tax Credit (Gerald Mayer) 127
Child Support Enforcement (Carmen Solomon-Fears) 128
Child Tax Credit (Greg Esenwein) 129
Civil Service Child Survivor Benefits (Paul Graney) 130
Earned Income Tax Credit (EITC) (Melinda Gish) 131
Federal Black Lung Benefits (dependents & survivors) (Joe Richardson) 132
General Assistance to Indians (Vee Burke) 133
Income Tax Exclusion For Dependent Care Assistance (Gerald Mayer) 134
Income Tax Exemption for Dependents (Gerald Mayer) 135
Military Survivor Benefit Plan (David Burrelli) 136
Social Security Dependents' Benefits (Paul Graney) 137
Standard Deduction and Personal/Dependency Amounts for Children 14 & Over or Students; Alternative Minimum Tax Treatment of Certain Minor Children (Louis Allen Talley) 138
Supplemental Security Income (SSI) (Carmen Solomon-Fears) 139
Temporary Assistance for Needy Families (TANF) (Vee Burke) 140
Unemployment Compensation (Dependents' Allowances) (Paul Graney) 141
Veterans' Dependency and Indemnity Compensation (Dennis Snook) 142
Veterans' Nonservice-Connected Pensions (Dennis Snook) 143
Veterans Service-Connected Disability Compensation (Dennis Snook) 144
Workers' Compensation for Federal Employees (dependents & survivors) (Joe Richardson) 145

Nutrition 152
Child And Adult Care Food Program (CACFP) (Joe Richardson) 153
Commodity Assistance for Child Nutrition (Jean Jones) 154
Commodity Supplemental Food Program (CSFP) (Jean Jones) 155
Food Stamps (Joe Richardson) 156
School Breakfasts (Joe Richardson) 157
School Lunches (Joe Richardson) 158
Special Milk Program (Joe Richardson) 159
Special Supplemental Nutrition Program For Women, Infants, and Children (the WIC Program) (Joe Richardson) 160
Summer Food Service (Joe Richardson) 161

Social Services 167
Abandoned Infants Assistance (Karen Spar) 168
Abstinence Education Block Grant (Ruth Wasem) 169

Adolescent Family Life (AFL) (Ruth Wasem) 170
Adoption Assistance (Karen Spar) 171
Adoption Incentive Payments (Karen Spar) 172
Adoption Opportunities (Karen Spar) 173
Adoption Tax Credit and Employee Adoption Benefits Exclusion (Louis Allan Talley) 174
AmeriCorps (Ann Lordeman) 175
Child Abuse State Grants (Karen Spar) 176
Child Care And Development Block Grant (CCDBG) (Karen Spar) 177
Child Welfare Services (Karen Spar) 178
Combating Underage Drinking (Suzanne Cavanagh and David Teasley) 179
Community-Based Family Resource and Support Grants (Karen Spar) 180
Community Services Block Grant (CSBG) (Karen Spar) 181
Department of Defense Child Development Program (David Burelli) 182
Department of Defense Family Advocacy Program (Bob Goldich) 183
Developmental Disabilities (Carol O'Shaughnessy) 184
Family Violence (Alice Butler) 185
Foster Care (Karen Spar) 186
Foster Grandparents (Ann Lordeman) 187
Head Start (Karen Spar) 188
Independent Living for Foster Children (Karen Spar) 189
Indian Child Welfare Act Services (Roger Walke) 190
Indian Child Welfare Assistance (Foster Care) (Roger Walke) 191
Juvenile Accountability Incentive Block Grant (Suzanne Cavanagh and David Teasley) 192
Juvenile Justice and Delinquency Prevention Act Grants (Suzanne Cavanagh and David Teasley) 193
Prevention of Sexual Abuse and Exploitation of Runaway and Homeless Youth (Ruth Wasem) 195
Promoting Safe and Stable Families (Karen Spar) 196
Refugee and Cuban/Haitian Entrant Assistance (Joyce Vialet) 197
Runaway and Homeless Youth (Ruth Wasem) 198
Social Services Block Grant (Karen Spar) 199
Transitional Living for Homeless Youth (Ruth Wasem) 200
Victims of Crime Act Grants (Alice Butler) 201
VISTA (Ann Lordeman) 201

Letters Requesting this Report
From Senators Jeffords, Dodd and Coates (November 12, 1997) 214
From Senator Kennedy (February 4, 1998) 216

Credits 217

Note: CRS staff work exclusively for members of Congress and **do not** respond to requests from the general public.

List of Tables

Education and Training

Table 1A. Selected Target Groups of Children: Education and Training 61
Table 2A. Participation: Education and Training 63
Table 3A. Funding: Education and Training 65
Table 4A. Program Administration and Selected Funding Characteristics: Education and Training 67
Table 5A. Committee Reporting Most Recent Legislation and Appropriations: Education and Training 69

Health

Table 1B. Selected Target Groups of Children: Health 95
Table 2B. Participation: Health 97
Table 3B. Funding: Health 98
Table 4B. Program Administration and Selected Funding Characteristics: Health 99
Table 5B. Committee Reporting Most Recent Legislation and Appropriation: Health 100

Housing

Table 1C. Selected Target Groups of Children: Housing 121
Table 2C. Participation: Housing 122
Table 3C. Funding: Housing 123
Table 4C. Program Administration and Selected Funding Characteristics: Housing 124
Table 5C. Committee Reporting Most Recent Legislation and Appropriations: Housing 125

Income Support

Table 1D. Selected Target Groups of Children: Income Support 146
Table 2D. Participation: Income Support 148
Table 3D. Funding: Income Support 149
Table 4D. Program Administration and Selected Funding Characteristics: Income Support 150
Table 5D. Committee Reporting Most Recent Legislation and Appropriations: Income Support 151

Nutrition

Table 1E. Selected Target Groups of Children: Nutrition 162
Table 2E. Participation: Nutrition 163
Table 3E. Funding: Nutrition 164
Table 4E. Program Administration and Selected Funding Characteristics: Nutrition 165
Table 5E. Committee Reporting Most Recent Legislation and Appropriation: Nutrition 166

Social Services

Table 1F. Selected Target Groups of Children: Social Services 203
Table 2F. Participation: Social Services 205
Table 3F. Funding: Social Services 207
Table 4F. Program Administration and Selected Funding Characteristics: Social Services 209
Table 5F. Committee Reporting Most Recent Legislation and Appropriations: Social Services 211

Summary of Federal Programs for Children & Families

About 140 federal programs and tax provisions involving $10 million or more provide benefits and services that, in whole or in part, are directed specifically at, or include, children and their families. They include 37 programs/tax rules providing for education and training, 21 programs/tax rules for health care, 19 programs/tax rules for housing needs, 19 programs/tax rules for income support, nine programs for nutrition needs, and 34 programs/tax rules for social services. While slightly more than half the total *number* of these programs/tax provisions support education/training and social services (including child care) for children and families, the overwhelming majority of federal *funds* directed at children and their families are concentrated in a relatively small number of programs and tax provisions that support family income and basic health care, housing, and nutrition needs. Just under half the programs and tax rules in this report provide benefits or services for children only—as opposed to assisting their families or covering children as one potential group of beneficiaries.

The largest group of federal initiatives, slightly more than half the programs and tax rules in this report, help children of all ages. The remainder are intended for age subsets of children—e.g., infants and preschoolers (under 10%), school-age children (some 20%), and adolescents (one in seven programs). Overall, about 30% of federal initiatives for children and their families *restrict* benefits/services to those with low or very limited family income. Another 25% place an *emphasis* on low-income children/families, but provide assistance to others. Additional eligibility factors include attachment to the workforce, disability, and minority/immigrant status. Moreover, a number of efforts are aimed at children who have been abused, neglected, abandoned, or separated from their family, and still others focus on delinquents, school drop-outs, and substance abuse.

In terms of the number of children involved, the largest federal efforts include: income tax exemptions for dependents, school lunches, Medicaid, earned income tax credits, the Maternal and Child Health Services Block Grant, food stamps, Title I grants to local educational agencies, Temporary Assistance for Needy Families (TANF), and education grants for children with disabilities. The largest federal initiatives in terms of dollars for children and their families, include: income tax exemptions for dependents, earned income tax credits, Medicaid and the State Children's Health Insurance Program (S-CHIP), food stamps, TANF, Social Security dependents' benefits, Section 8 housing certificates and vouchers, Title I grants to local educational agencies, and Supplemental Security Income (SSI) benefits.

Most federal initiatives provide or pay for services to children; only about one-quarter offer direct benefits (cash or voucher-type benefits like food stamps and housing vouchers) as primary support. And virtually all of the largest federal efforts are entitlements. The administration and implementation of some 40% of federal programs/tax rules involve states as a significant entity, and nonfederal matching dollars are required in about one-third of programs with involvement by a non-federal entity. Only about 20% are operated directly by a federal agency.

Abstract

This report provides basic information about some 140 federal programs and tax provisions affecting children and their families. It includes brief descriptions of each program/tax rule, participation and funding information (to the extent available), and table summaries of selected program characteristics (e.g., how benefits/services are targeted by age, income, and other factors, administrative arrangements, matching requirements). A much-shortened version of this report, without individual program descriptions, also is available—*Children and Their Families: A Brief Overview of Federal Programs and Tax Provisions*, CRS Report RL30178. Neither report will be updated in the near future.

INTRODUCTION BY THE IEL POLICY EXCHANGE

Figuring out the best way to use public programs to meet the needs of individual children, their families and their communities is, to put it mildly, a challenge. (See the box on the following page.) Although the same complexities are also often true at the state and local levels, this report is about **federal** programs.

In 1999, the Congressional Research Service (CRS) released the following report summarizing 140 major federal programs affecting children and families. The IEL Policy Exchange worked closely with the bipartisan group of senators – Republicans James Jeffords of Vermont and Dan Coats of Indiana, and Democrats Christopher Dodd of Connecticut and Edward Kennedy of Massachusetts – who requested this report. The senators asked CRS to use the Policy Exchange template – *Asking the Right Questions About Programs for Children & Families* – as a guide. (See pages 213 - 216 for copies of these letters.)

Asking the Right Questions About Programs for Children & Families consists of simple questions that often have complex answers:

What are the goals of the program and how do you measure success?
Who can get services and benefits?
What services and benefits can they get?
How do they apply for services and benefits?
What federal funding is there? And how does the money flow?
Who administers the program at the federal, state and local levels?
And, last but not least, what Congressional committees handle the program?

The CRS report that resulted from this analysis is as valuable as it is daunting. *Federal Programs for Children & Families* is a wonderful tool for people who want to understand federal policies and use public resources wisely. Although federal laws are constantly changing, the report provides an important baseline of information in roughly parallel form – enabling comparisons and analysis by, for example, services provided, administering agency, populations served, and Congressional committees.

- Federal policymakers can use *Federal Programs for Children & Families* to identify issues, approaches and strategies, as well as look across all systems (health, education, housing, social services, nutrition and income) that affect children and their families.

- State and local policymakers can use this report to identify gaps and untapped federal resources.

- Program administrators and advocates can use it to identify opportunities and problems.

Understanding Federal Programs Can Be a Challenge...

- **The same program may have several official or unofficial "aliases."** Title I, the largest federal program for schools, is also sometimes called Chapter I. Medicaid, which provides health care to low-income people, is also called Title XIX, EPSDT, and Medical Assistance.

- **Programs that sound very similar may in fact do very different things in very different ways.** The Child and Dependent Care Tax Credit (administered by the Internal Revenue Service) allows lower-income **working parents** to cut their taxes to make up for money spent on child care. The Child Care and Development Block Grant (administered by the Department of Health and Human Services) gives **states** funds to subsidize child care for low-income families.

- **Two programs- both aimed at "lowincome" people, or "yoth" or "children"- might serve different groups because each program defines "income," "youth" and "child" differently.** The Child and Dependent Tax Credit is only available for "**children under age 13**." But states can choose to provide Medicaid coverage to certain "**children age 18, 19, 20 or 21**."

- **Many federal funds come with strings attached for example, states and communities must "match" a percentage of the federal funding.** For farmers' markets under the WIC (Women's, Infants and Children's) Program, states and communities must cover 30 percent of the costs. Under the Maternal and Child Health Services Block Grant, states must contribute $3 for every $4 of federal funds they receive.

- **How the money flows- and who gets a piece of the administrative cost- varies from program to program.** Local nonprofit organizations can apply directly for **Head Start** grants. But federal **Even Start** grants go to state and local education agencies, which then make grants to the local level.

- **The same family might get federal help in many different ways.** For housing help, a low-income family might apply to a local Public Housing Authority for a Section 8 voucher. For health services, the family might apply for Medicaid through a state agency. For food, the family might apply to the state welfare agency for Food Stamps or through a school for School Lunches. And, for student financial assistance, a family member might submit forms through a college or technical school.

- **Finally, many different Congressional committees have responsibility for programs affecting children and families.** Most **education** programs are under the House Education and the Workforce Committee and the Senate Committee on Health, Education, Labor and Pensions. **Medicaid** is handled by the House Commerce Committee and Senate Finance Committee. All **tax** provisions are handled by the Senate Finance Committee and House Ways and Means Committee. Most **nutrition** programs are under the Senate Committee on Agriculture, Nutrition, and Forestry and either the House Agriculture Committee or the House Committee on Education and the Workforce. And **housing** programs are typically handled by the Banking Committees.

The IEL Policy Exchange is publishing this primer on federal programs affecting children and families because CRS reports are not readily available to the public. In fact, CRS staff members work exclusively for members of Congress and do not respond to requests from the general public.

What you see on the following pages is exactly what the more-than three dozen CRS staff experts who contributed to this report wrote. Our only additions are this Introduction, some cross-references, copies of the Senatorial letters of request (on pages 213-216), and a list of Credits (on page 217) to thank the many people involved.

The Introduction by CRS and their Brief Overview are packed with useful information that will help you make the most of this report.

Also, for each of the six areas – education, health, housing, income support, nutrition, and social services – there are four important tables:

- Target Groups – Table 1 (pages 61, 95, 121, 146, 162 & 203)
- Number of Participants – Table 2 (pages 63, 97, 122, 148, 163 & 205)
- Funding Levels – Table 3 (pages 65, 98, 123, 149, 164 & 207)
- Program Administration – Table 4 (pages 67, 99, 124, 150, 165 & 209) [This table also outlines caps on state administrative costs, matching funds requirements, and whether or not a program is indexed for inflation.]
- House & Senate Committees – Table 5 (pages 69, 100, 125, 151, 166 & 211)

The following chart will help you find these tables quickly – either by area (e.g., education, health, housing, income support...) or by topic (e.g., target groups, number and participants...).

A Guide to the CRS Tables

		AREA					
		A. Education and Training	B. Health	C. Housing	D. Income Support	E. Nutrition	F. Social Services
TOPIC	1. Target Groups	page 61	page 95	page 121	page 146	page 162	page 203
	2. Number of Participants	page 63	page 97	page 122	page 148	page 163	page 205
	3. Funding Levels	page 65	page 98	page 123	page 149	page 164	page 207
	4. Program Administration & Funding Characteristics	page 67	page 99	page 124	page 150	page 165	page 209
	5. House & Senate Committees	page 69	page 100	page 125	page 151	page 166	page 211

BEST COPY AVAILABLE

Federal Programs for Children & Families can help policymakers and practitioners alike look across systems and tailor federal aid to meet local needs.

> To give an example: Assume that there is not enough child care for working parents in your community. And too much of what is available isn't first rate, or isn't available when parents actually work (especially in the evenings).

First, look at the table of Contents for obvious connections.

> For child care: You will immediately spot the Child Care and Development Block Grant (page 177) and Head Start (page 188). But you know that many other federal programs provide child care. How do you find them?

Next, look through the program descriptions. If you want to be more systematic, do a "word search" on your computer. In fact, you could do multiple word searches to find key words in the program narrative.* Think synonyms.

> For child care: Look for such words as child care, day care, dependent care, early childhood, pre-school and after-school. These words will surface such additional programs as Even Start, Maternal and Child Health Service Block Grants, Temporary Assistance for Needy Families, the Child and Dependent Care Tax Credit, Community Service Block Grants, and the Defense Department's Child Development Program.

Finally, use this report and other information to identify gaps and unmet needs, so you can strategize about ways to address them effectively.

> For child care: How many of your community's child care needs can be effectively addressed by federal programs? By state, local or private programs? What potential assistance hasn't been tapped and how could it be tapped? (For example: Should you apply for additional grants? Should you educate parents to apply for the Child and Dependent Care Tax Credit?) And, most importantly, what gaps remain and how could they best be filled?

We hope you find this document useful and welcome your comments. (Our e-mail address is: policyexchange@iel.org)

Margaret Dunkle
Director, IEL Policy Exchange
2000

---

* To do a word search in the Adobe Acrobat Reader (the program used to view pdf files), use the keystroke Ctrl+F to open the "Find" function. Then enter the word or phrase you'd like to find. After you find the word or phrase once, you can continue your search by using the keystroke Ctrl+G (which performs the "Find Again" function).

INTRODUCTION BY CRS

Virtually all federal programs and activities affect children to some extent by helping to shape their physical environment, the economy, and their communities. A large number of programs and tax rules, however, provide benefits and services that, in whole or in part, are directed specifically at children and their families. This report summarizes them and includes programs and tax rules that provide for:

- education and training for children and youth of all ages (37 programs and tax rules);
- health care for children and families (21 programs and tax rules);
- housing needs of families with children (19 programs and tax rules);
- income support for children and families (19 programs and tax rules);
- nutrition needs of children and families (nine programs); and
- social services to meet specific needs of children and families (34 programs and tax rules).

The report provides: (1) a brief description of each program/tax rule, (2) federal funding amounts (including tax expenditures), focusing on spending for children to the extent data are available, (3) participation data, including the number of children to the extent figures are available, (4) information as to how the program/tax rule is targeted (e.g., age groups, family income) and administered, (5) selected program characteristics such as entitlement status, whether features of the program are indexed, matching requirements, and whether major waivers of federal rules are allowed, and (6) congressional committee involvement. Tables at the end of each of the six sections give a summary overview of selected information about the programs and tax rules described in the section.

About 140 federal programs and tax rules are described in this report—an exact number is not meaningful since closely related programs can be grouped together or described separately, and the programs and tax provisions in this report could be grouped and listed differently. But not all programs and tax rules benefiting children and families are included. An attempt was made to develop reasonable criteria to determine which programs should be included, although such criteria are difficult to apply rigorously given the diverse nature of federal initiatives for children and families. Programs and tax rules are incorporated into this report because they specifically target, or have special provisions for, children or children and their families in statute. Some are only for children; some are for families with children; some reserve a portion of their funds for children/families, adjust benefits for the presence of children, or include child dependents as possible beneficiaries; and still others are included because eligibility is triggered in some way by the presence of children or because the service/benefit is structured so that children are the main beneficiaries. In addition, federal initiatives covered in this report generally are limited to those with FY1998 federal dollar support of at least $10 million.

The programs and tax rules described in this report generally focus on persons 18 years of age or younger; in a number of cases, the program/tax rule is limited to specific age groups younger than 18. Programs and tax rules that cover children over 18 (e.g., young adults, parents), along with younger children, also are included, as are programs that are designed primarily for adults where children are significant beneficiaries (e.g., as dependents/survivors). However, programs/tax rules that typically serve only or primarily children over 18 (such as higher education programs) are not covered by this report. Finally, programs that serve children indirectly (e.g., by supporting research or training that may ultimately benefit children) and federal laws that regulate or restrict the activities of children or adults responsible for them (such as laws regulating child labor) also are not discussed in this report.

BRIEF OVERVIEW

Slightly more than half the total *number* of programs and tax rules in this report support education/training and social services (including child care) for children. These include large programs ranging from Title I grants to local educational agencies and grants for education of children with disabilities to Head Start, foster care assistance, and the Child Care and Development Block Grant (CCDBG), along with many smaller programs. However, the overwhelming majority of federal *funds* directed at children (and their families) are concentrated in a relatively small number of programs and tax provisions that support family income and basic health care and housing and nutrition needs. The initiatives that account for the bulk of money for children and their families include several tax rules (e.g., the Earned Income Tax Credit) and benefits for child dependents/survivors, the Medicaid program and the State Children's Health Insurance program (S-CHIP), Temporary Assistance for Needy Families (TANF) and Supplemental Security Income (SSI) benefits, the Food Stamp and school meal programs, and the Section 8 housing program.

Just under half the programs and tax rules in this report provide benefits or services for children only—as opposed to assisting their families or covering children as one potential group of beneficiaries. Education and training initiatives and a number of social service programs make up over three-quarters of these efforts, but significant nutrition programs (e.g., school meals) and health programs (e.g., S-CHIP) also are included among these "child-only" programs.

Targeting Benefits and Services (Tables 1-AF)

Age. Programs and tax rules providing benefits and services for children and their families sometimes specify the age or grade level of the children to be served, or include a general indication of the targeted age group (e.g., young children). In addition, the type of service provided often defines the ages of most beneficiaries in a given program, particularly for health programs and social services.

The largest group of federal initiatives, slightly more than half of the programs/tax rules described in this report, help children of all ages—from birth through adolescence, and beyond in some cases. The remainder are intended for age subsets of children (e.g., infants, school-age, adolescents). The Food Stamp and Medicaid/S-CHIP programs, as well as all of the housing programs, dependent/survivor benefits, and most of the tax rules reviewed here, are the major programs benefiting children of all ages.

Some 20% of the programs (primarily education/training efforts and school meal programs) are aimed at elementary and secondary school-age children. Under 10% of programs are primarily targeted on infants and pre-school children. These programs for the very young (or having young children as primary beneficiaries) include those aimed at children's early development—e.g., health/nutrition-related programs like the Special Supplemental Nutrition Program for Women, Infants, and Children (the WIC program) and, to a great extent, the Maternal and Child Health Services Block Grant—those supporting child care (e.g., the CCDBG, the Child and Adult Care Food program), and other social service programs like Head Start. A few also foster children's development before birth and prevention of future problems (e.g., childhood immunization and the WIC program). Finally, one in seven of the programs in this report is primarily intended for adolescents. These range from abstinence education and delinquency prevention programs to programs to prepare for higher education and job training efforts like the Job Corps, housing- and military-related training programs, and employer tax credits.

Income. Overall, about 30% of federal initiatives for children and their families restrict benefits/services to those with low or very limited family income. These are primarily housing and income support programs, but include other major programs like food stamps and Medicaid. Another 25%—generally education/training, social service, and child nutrition programs—place an *emphasis* on low-income

children/families, but provide benefits/services to others. The remainder—notably most tax rules and dependent/survivor benefit programs—do not incorporate significant income limitations on beneficiaries.

Income targeting in the programs covered in this report takes a number of forms. In some cases, such as food stamps, income restrictions are explicit in federal law, often using the federal poverty guidelines (or a derivative of them, such as 130% of the guidelines). Some programs include specific or general federal guidelines as to income limitations, but leave it to the states to actually set limits (e.g., the Medicaid program and, less so, TANF). In other cases, the program provides higher benefits for lower-income children, as is done in the school meal programs. Some locate services in or direct funds to geographic areas that are predominantly low income (e.g., summer food service programs, some education programs). Other programs primarily benefit lower-income children as a consequence of the type of service offered (e.g., delinquency prevention, VISTA) or focus on groups that are primarily or disproportionately lower-income, such as migrants, the homeless, and minorities. And a number of programs require that priority be given to lower-income persons (as with some health service programs).

About one-fifth of education and training activities restrict beneficiaries to low-income children, and another one-third emphasize services to them. The largest education/training program, Title I grants to local educational agencies, is not restricted to lower-income children, but its structure emphasizes services to them. On the other hand, the second largest education/training program, education for children with disabilities, has virtually no income targeting.

Only two health programs, the Medicaid program and the S-CHIP, restrict benefits to those with low/limited family income. Another five of the 21 health initiatives in this report emphasize services to lower-income children, most notably the Maternal and Child Health Services Block Grant.

All of the housing programs and tax rules but one—military family housing—restrict benefits to lower-income families.

Means-tested programs and tax provisions represent one-fourth of the federal income support efforts noted in this report. They include large initiatives like the Earned Income Tax Credit and cash public assistance payments. Another two of the 19 initiatives emphasize low income. But some costly income support efforts, like most of the various child-related tax rules and social security dependents' payments, do not have any income-related restrictions.

Among nutrition programs, only the food stamp program, the WIC program, and the small Commodity Supplemental Food program are restricted by family income tests. The remaining programs concentrate most benefits on lower-income children, but also provide significant support for meals served to children without regard to family income.

While the overwhelming majority of social service programs for children are not restricted to lower-income children, two of the four largest programs—the CCDBG, foster care assistance—provide for such restrictions. In addition, another one-quarter of social service efforts emphasize services to children from families with limited income; these include Head Start and, to a lesser extent, the Social Services Block Grant, the other two large social service initiatives.

Other Factors Affecting Targeting. Several important factors, beyond age and income, affect the targeting of programs and tax rules for children and their families. Non-means-tested income support and tax initiatives typically require a current or past attachment to the labor force (e.g., parental earnings, Social Security covered earnings for dependents' benefits); and several relatively large programs for federal workers and the military (and their dependent/survivor children) are tied to government employment. Children with disabilities are included as a specified target group for almost one in 10 programs. Several social service programs are specifically concerned with children who have been abused, neglected, abandoned, or

otherwise separated from their family. Other housing, education, and social service programs are aimed at homeless children and their families. Juvenile delinquents, school drop-outs, and the prevention and treatment of substance abuse are the focus of a number of health, education/training, and social service efforts. And minority racial and ethnic groups and refugees/immigrants are the primary target of somewhat under 10% of programs.

Participation (Tables 2A2F)

Essentially every family with children in America benefits from some federal program or tax rule because of having children. In terms of the number of children receiving benefits, the largest (more than 5 million participants) federal programs for which recent data are available on child participants are:[1]

- Income tax exemptions for dependents (an estimated 75 million exemptions claimed for children);
- School lunches (26.3 million children participating);
- Medicaid (an estimated 20.2 million non-disabled child enrollees under 21);
- Earned income tax credits (15.3 million *families* with children);
- Maternal and Child Health Services Block Grant (an estimated 14.3 million infants, children, and children with special needs);
- Food stamps (an estimated 12.3 million children in participating families);
- Title I grants to local educational agencies (10. 1 million children receiving services);
- Temporary assistance for needy families (7.5 million children in participating families); and
- Education grants for children with disabilities (6.6 million children receiving services.)

Participation data for children are not available for many of the programs and tax provisions described in this report. This is especially important to note because some large initiatives—notably programs for dependent/survivor benefits and a number of tax rules—often lack this information, and meaningful child participation data are not available for virtually all social service efforts other than Head Start.

Some programs, such as block grant programs that provide federal funds for a broad range of purposes and a variety of people, have few reporting requirements, so information on the number and characteristics of beneficiaries is often unavailable. And many programs benefit children along with their families or other eligible adults and do not have participation data broken down by age. Finally, participation data mean different things for different programs—for example, a single participant may receive a cash benefit monthly from an income support program like the Supplemental Security Income (SSI) program, or get a one-time service under some other program like the Maternal and Child Health Services Block Grant. For all these reasons, participation figures presented in this report generally are not necessarily indicative of a program's "size" (see the following discussion of funding) and are generally not comparable across programs. They also should not be added together, because an individual beneficiary often receives support from more than one program.

Funding (Tables 3A3F)

Funding levels are another way of looking at the impact of federal initiatives for children and their families. However, it should be noted that this presents a different picture of the size of federal efforts. Some programs listed as among the largest in terms of participation are not as big in dollar terms. And, as shown in the listing below, the reverse also is true. For example, estimated participation by children in the Maternal and

---

[1] The following figures are for FY 1997, with the exception of estimates for the income tax exemption for dependents (tax year 1995) and the Maternal and Child Health Services Block Grant (FY1996).

Child Health Services Block Grant is high and places it among the largest programs when a participation measure is used. But the cost of the individual service provided (e.g., a health care referral, an immunization) can be very small, or largely paid for from other funding sources that help stretch program dollars to cover more children. On the other hand, the number of children benefiting from Social Security dependents' benefits is relatively small in comparison, but the size of the dollar payments provided make it one of the larger programs in terms of federal funding.

The largest federal efforts in terms of dollars (more than $5 billion) targeted for children (or children and their families) for which meaningful data related to children are available include:[2]

- Income tax exemptions for dependents (an estimated $25-$30 billion in lost federal revenues due to exemptions claimed for children);
- Earned income tax credits ($28.3 billion in tax expenditures and outlays for families with children);
- Medicaid and S-CHIP (appropriations of $4.3 billion for S-CHIP and an estimated $22 billion in Medicaid outlays for non-disabled children under 21);
- Food stamps ($14.8 billion in benefits for families with children);
- Temporary assistance for needy families ($13.3 billion in outlays for families with children);
- Social security dependents' benefits ($12.2 billion in outlays for children);
- Section 8 housing certificates and vouchers ($9.3 billion in appropriations for households, primarily families);
- Title I grants to local educational agencies (appropriations of $7.4 billion for educational services to children);
- Supplemental security income benefits (outlays of $5.3 billion for disabled children); and
- School lunches (obligations of $5.2 billion for children's meals).

As can be seen from the above listing of the largest programs, dollar figures for programs affecting children and their families are presented in a number of different ways because federal initiatives collect data differently, depending on their purpose. As such, they should be treated with caution, should not be added together, and give only one picture of a program's impact/size. Moreover, as with participation figures, dollar amounts specifically associated with benefits and services to children are not available for some important programs that might, if data were available, be included in the above-noted listing.

Program Characteristics (Tables 4A-F)

About one-quarter of the federal programs and tax rules affecting children and their families included in this report are direct dollar benefits (or voucher-type benefits like food stamps and housing vouchers/certificates). For the most part, they include tax provisions, most housing programs, and income support efforts. The remaining federal initiatives generally provide or pay for services to children (although some of this assistance may be offered through voucher arrangements). They range from the military health care benefits and Medicaid/S-CHIP to Title I grants to local educational agencies and grants for education for children with disabilities.

Administration. The administration and implementation of some 40% of federal programs and tax rules involve states as a significant entity. Most of these are education/training and social service programs. But major health, income support, and nutrition programs also operate through the states—e.g., Medicaid, TANF, and food stamps. On the other hand, only about 20% of the programs and tax rules in this report are directly operated by a federal agency—e.g., Social Security dependents' and veterans benefits, tax provisions.

---

[2] The following figures are for FY1998, with the exception of those for the income tax exemption for dependents (tax year 1995) and the Medicaid program (FY1997).

The remainder are carried out in a variety of ways, generally through federal agency grants to contractors or to local or national agencies and organizations of many different types (e.g., local housing and educational agencies).

Where state administration is involved, about one-third of programs for children have a cap on state administrative costs paid out of federal dollars. Almost half of these are education/training programs, and the others include several important block grants, the S-CHIP, the Low-Income Home Energy Assistance Program (LIHEAP), and TANF. In addition, a few programs have administrative cost limits on local grantees noted in the text description of the program (e.g., the Head Start program).

Significant waivers of federal program rules are available under most education initiatives and state-administered programs authorized by the Social Security Act (under Section 1115 and other sections of the Act)—e.g., Medicaid. Major waiver authority is noted in the introductory notes for education and training programs and in the text descriptions of the programs in this report. And many of the programs described in this report are block grants with minimal federal requirements, thus obviating the need for significant waiver authority.

Entitlement Status. Virtually all of the largest federal initiatives covered by this report are entitlements, providing federal dollars either to individuals/families or states that meet eligibility standards. All of the income support initiatives and all but two of the nutrition programs (e.g., the WIC program) in this report are entitlements to either individuals/families or states. The Medicaid program and S-CHIP also are entitlements, and this report classifies tax provisions as entitlements because the tax benefits are available on meeting eligibility criteria. On the other hand, non-entitlements include most health programs and virtually all housing and social service efforts—foster care, adoption assistance, and the Social Services Block Grant (SSBG) are notable exceptions. In these programs, the level of federal support is determined through the appropriations process, not by program eligibility and benefit rules (which are the primary way to change spending on and coverage of entitlement efforts).

Indexation. Funding for some of the programs and tax provisions in this report is adjusted automatically because the programs are, by law, "indexed." In other words, their income eligibility limits and/or benefit levels are keyed to inflation (or some like measure). In most cases, benefits are adjusted for inflation as measured by the Consumer Price Index or a subset of the index (e.g., changes in food prices). In other cases, income eligibility limits (or both income limits and benefits) are adjusted for inflation, generally using the Consumer Price Index—e.g., because the federal poverty guidelines used by some programs are annually adjusted for inflation, their income limits also are adjusted. The majority of income support and nutrition programs are indexed in some way to the Consumer Price Index (or a subset). But only one health program (Medicaid), a few tax rules, and none of the education/training, housing, or social service initiatives in this report are indexed.

Matching Requirements. Not all government spending for children and their families is reflected in this report. In a number of cases, federal dollars are required to be matched by states or other recipient entities (e.g., local grantees). This can be a direct matching requirement (e.g., 10% of any federal dollars provided), or it can take the form of a type of "maintenance-of-effort" requirement that the recipient state/agency spend a particular amount (e.g., the TANF requirement that states spend at least 75% of what they spent on TANF's predecessor, Aid to Families with Dependent Children). In some cases, matching funds are required for all federal money; in others, it is required for a portion of the federal support provided (e.g., matching for administrative funds only). Nonfederal matching dollars are required in approximately one-quarter of the programs/tax rules in this report, or about one-third of those in which a non-federal entity is significantly involved. These include most block grants such as the TANF block grant, Medicaid, food stamps, vocational education and welfare-to-work grants, and foster care assistance.

Congressional Committee Involvement (Tables 5-8)

While most programs and tax provisions for children and their families are handled by a few congressional authorizing committees and appropriations subcommittees, the majority of committees and appropriations subcommittees have some role.

In the *Senate,* authorizations for the bulk of the programs are the subjects of the Committee on Health, Education, Labor, and Pensions (HELP), formerly the Committee on Labor and Human Resources. However, eight other authorizing committees have a hand in authorizing initiatives for children and families, and some, like the Committees on Finance and Agriculture, Nutrition, and Forestry, play an important role because of tax provisions and programs like Medicaid, TANF, food stamps, and school lunches. The other six authorizing committees involved are the Armed Services Committee, the Banking, Housing, and Urban Affairs Committee, the Governmental Affairs Committee, the Indian Affairs Committee, the Judiciary Committee, and the Veterans Affairs Committee. The Senate appropriations subcommittees most involved in programs for children and families are the subcommittees on appropriations for the Departments of Labor, Health and Human Services, and Education (Labor/HHS/ED) and appropriations for the Department of Agriculture. Other subcommittees include those dealing with appropriations for the Defense Department, the Interior Department, the Department of Housing and Urban Development, the Treasury Department, and the Departments of Commerce, State, and Justice.

In the *House,* authorizations for the largest share of the programs are the subjects of the Committee on Education and the Workforce. However, as in the Senate, other authorizing committees play a part, particularly the Committees on Ways and Means and Commerce because of tax provisions and programs like Medicaid and TANF. The other authorizing committees include the Agriculture Committee, the Armed Services Committee (formerly the National Security Committee), the Banking and Financial Services Committee, the Government Reform Committee, the Judiciary Committee, the Resources Committee, and the Veterans Affairs Committee. The concerned House appropriations subcommittees match those noted above for the Senate.

Finally, it should be noted that, in some cases, no authorizing committee is noted in this report because the program is an appropriations subcommittee initiative. In other cases, no appropriations subcommittee is noted because the authorizing legislation effectively appropriated the necessary funds or because the initiative is solely a tax provision.

For More Information

More information on the federal programs for children and their families discussed in this report—e.g., more detailed program descriptions, information on grant application procedures, more recent funding data—can be found through the *Catalog of Federal Domestic Assistance.* This catalog can be accessed electronically at: *[www.gsa.gov/fdac/queryfdac.htm].*

Notes on Tables

The tables at the end of each of the six sections of this report *summarize* selected features of the federal initiatives described in this report and, to the extent data are available, give relevant information on participation and funding. These tables are meant to give a general idea of the program characteristics they cover; for specific information, see the individual program/tax rule text description in this report. When used in the tables, "N/A" means either not available or not applicable, as appropriate to the context.

Tables 1A-1F: Selected Target Groups of Children. Some programs have very specific eligibility limitations that relate to age or family income. Others give priority, special emphasis, or special benefits to those with limited income or in a certain age group. In other cases, target ages and emphasis on those with limited income are assumed by the type of service provided, the geographic location of the service, or the target group specified. Age groups are standardized and simplified for comparison purposes. Programs are not necessarily limited to the age groups shown in the table, and the emphasis on limited income may apply to only a portion of the program. Explicit targeting rules beyond age and income are all specified in law or program rules, but program, benefits/services are not necessarily limited to the target groups noted. [*See pages 61, 95, 121, 146, 162, 203*]

Tables 2A-2F: Participation. Participation data relevant to children are provided where recent data (or estimates) are available. Careful note should be paid to the notations as to what the participation figures represent—e.g., children, families, households, children and adults—because, in many cases, the participation numbers, although relevant to understanding participation by children, cover more or less than the number of children affected by the program or tax provision. [*See pages 63, 97, 122, 148, 163, 205*]

Tables 3A-3F: Funding. Funding data relevant to children are provided where recent data (or estimates) are available. As with participation figures, careful note should be paid to the notations as to what the funding data represent—e.g., dollars for children, families, households, children and adults—because, in a number of cases, the funding figures, although relevant to some understanding of benefits to children, cover benefits to *all* persons served by the program/tax provision concerned. Entries under "funding data for" do not necessarily refer to *how* the program is funded—all except tax provisions and some dependent/survivor programs effectively require annual appropriations. Instead they refer to what the funding level figures presented in the table represent: appropriations as opposed to spending (e.g., outlays, obligations, grants, tax expenditures). [*See pages 65, 98, 123, 149, 164, 207*]

Tables 4A-4F: Program Administration and Selected Funding Characteristics. *"Slash" marks* indicate that funding goes through all the levels specified. For example, federal department/states/agencies indicates that funds normally go from the federal level to the state and then to a local agency. *"Agencies"* include local public agencies, including LEAs (local educational agencies) and private nonprofit organizations. *"Various"* indicates relatively unusual rules for sub-federal grantees, and the individual program description should be consulted. Whether a program is considered an *"entitlement"* generally is based on the Congressional Budget Office characterization of federal spending and indicates a program where federal dollars are primarily controlled by the program's eligibility and benefit rules, rather than the appropriation. In this report, all tax provisions are characterized as entitlements. *Indexation* of benefits or eligibility criteria may have a direct effect on program spending. Only programs with formal and direct indexation of benefits or eligibility rules linking them to an outside measure such as the Consumer Price Index are included in the "yes" category. Programs that are indirectly affected by economic factors or cost considerations are not considered indexed in this report, neither are non-entitlement programs that include indexing provisions but do not ensure additional funding for costs that might result. *Matching requirement* notations refer to requirements that nonfederal entities spend specific amounts in order to get federal funding. They do not refer to rules that consider individual beneficiaries liable for some form of cost sharing. Matching may be required for all federal dollars or for some portion. [*See pages 67, 99, 124, 150, 165, 209*]

Tables 5A-5F: Committee Reporting Most Recent Legislation and Appropriations. These tables are not meant to fully define the extent of individual congressional committees' jurisdiction. For both authorizing committees and appropriations subcommittees, they only note the committee/subcommittee taking the latest action. [*See pages 69, 100, 125, 151, 166, 217*]

Abbreviations. A number of abbreviations are used in the tables in this report. In most cases, reference back to the description of the program or tax provision will make the meaning of the abbreviation clear. However, the following brief glossary may be of assistance.

Agencies

BIA – Bureau of Indian Affairs
CNCS – Corporation for National and Community Service
DOD – Department of Defense
DOJ – Department of Justice
DOL – Department of Labor
ED – Department of Education
HUD – Department of Housing and Urban Development
IRS – Internal Revenue Service
LEA – Local educational agency
ONDCP – Office of National Drug Control Policy
OPM – Office of Personnel Management
RHS – Rural Housing Service
SEA – State educational agency
SSA – Social Security Administration
USDA – U.S. Department of Agriculture
VA – Department of Veterans Affairs

Committees and Subcommittees

Banking – Senate Committee on Banking, Housing, and Urban Affairs or House Committee on Banking and Financial Services
Comm/Justice/State (or Commerce in the appropriations subcommittee column) – Senate and House appropriations subcommittees for the Departments of Commerce, Justice and State
HELP – Senate Committee on Health, Education, Labor, and Pensions (formerly the Committee on Labor and Human Resources)
Labor/HHS/ED – House and Senate appropriations subcommittees for the Departments of Labor, Health and Human Services, and Education
VA/HUD – House and Senate appropriations subcommittees for the Departments of Veterans Affairs and Housing and Urban Development

Acknowledgement

This report would not have been possible without the scrutiny, suggestions, technical aid, and production assistance of Angela Smith. With good humor, patience, and skill, she coordinated and produced the end product.

EDUCATION AND TRAINING

Introductory Notes on Education and Training Programs

Grantee Flexibility. A number of U.S. Department of Education (ED) programs described in this section are affected by provisions for grantee flexibility through the application of one or more forms of waiver authority.

First, a wide range of requirements applicable to programs authorized under the Elementary and Secondary Education Act (ESEA), the Carl D. Perkins Vocational and Applied Technology Education Act, and the School-to-Work Opportunities Act may be waived, on a case-by-case basis, for individual local educational agencies (LEAs) or state education agencies (SEAs) that request waivers from the U. S. Secretary of Education. Second, under ED-FLEX authority, ED may delegate to SEAs authority to waive a comparable range of requirements under the Perkins Act and Titles I, II, III (Part A-2), IV, VI, and VII-C of the ESEA (see individual program descriptions in this section to ascertain whether a program is authorized by one of these authorities). Third, special forms of flexibility are authorized for grantees under two ED programs. Under the ESEA Title I program, a high degree of flexibility in the use of not only Title I funds, but aid under most other federal education programs, is authorized for individual schools with relatively high proportions of pupils from low-income families ("schoolwide program" authority). And the waiver of a variety of federal requirements is authorized for schools assisted under the Charter Schools program.

In general, waiver authorities apply to statutory or regulatory requirements *except* those related to civil rights, allocation of funds, fiscal accountability, parental involvement, participation by students attending private schools, and requirements of the Individuals with Disabilities Education Act (IDEA). LEA or SEA waiver applications must include goals and expected outcomes, as well as how success in meeting these will be measured (with extension of the waivers dependent, in part, on the extent to which goals and outcomes are met). The extent to which any type of waiver has been requested varies widely among the states. A majority of the waivers approved thus far under *all* forms of waiver authority combined have released LEAs from requirements for targeting funds on the highest poverty schools under the ESEA Title I program for disadvantaged children, expanded eligibility for schools to operate Title I programs on a schoolwide basis, delayed implementation of Title I requirements for states to adopt content or pupil performance standards, or increased the share of Eisenhower Professional Development program funds (not described in this report, see below) that may be used in subject areas other than mathematics or science.

Programs Indirectly Serving Elementary and Secondary Students. This report provides information on federal programs that *directly* provide services to children, youth, and families. In addition, several ED programs support "capacity building" in LEAs and schools, thereby *indirectly* serving elementary and secondary school pupils. Foremost among these is the Eisenhower Professional Development program, authorized by Title II of the ESEA, which provides grants to LEAs for the professional development of teachers in core subject areas with the aim of improving their knowledge and skills. Other ED programs not included in this report indirectly serve elementary and secondary school students or their families through education research, development, demonstration, or technical assistance activities.

Appropriations Authorization. All ED-administered programs in this report are subject to the *contingent extension* language in Section 422 of the General Education Provisions Act (GEPA). This extends, for 1 year, an ED program's appropriations authorization *unless* Congress, in the session ending previous to the beginning of the last fiscal year of a program's authorization, has extended or repealed it. As a result, either under the terms of an individual program's authorization language or through operation of the GEPA contingent extension language, appropriations are effectively authorized for the ED-administered programs in this report through at least FY1999.

Improving America's Schools Act. A large number of ED programs described in this report are authorized under the provisions of the ESEA. This law, which originated in 1965, has been amended extensively since. The most recent major comprehensive amendments were part of the Improving America's Schools Act of 1994, and the descriptions in this report incorporate changes made by this Act.

Arts in Education

Authorization Title X, Part D, subpart 1, Elementary and Secondary Education Act; authorized through FY1999.

Program Description. This program supports student competency in the arts, a core academic subject area as defined by the National Education Goals, by encouraging the integration of arts education into elementary and secondary school curricula. Allowable activities include: (1) development of, and dissemination of information about, model arts education programs, (2) development of model arts education standards and program assessment measures, (3) development and implementation of curriculum frameworks in the arts, and (4) establishment of model professional development activities in the arts for teachers and administrators.

Two grants are awarded—one directly to Very Special Arts, Inc. (VSA) and the other to subgrantees through a collaboration between the John F. Kennedy Center for the Performing Arts Education Program and the U.S. Department of Education (ED). VSA supports programs that encourage the involvement of disabled people, especially children and youth, in the arts and foster a greater awareness of the need for arts programs for the disabled. VSA provides information services and conducts training and technical assistance activities and public awareness activities. The Kennedy Center program provides performances and conducts professional development and other education activities that emphasize the importance of the arts in education. The Center also works with the Alliance for Arts Education, a network of state arts education committees, to focus on incorporating the arts into school curricula.

Funding. If the appropriation for any fiscal year is $9 million or less, funds provided for this program may be used only for (1) model projects and programs in the performing arts for children and youth through arrangements made with the Kennedy Center and (2) model projects and programs conducted by VSA that ensure the participation in mainstream arts and education programs of individuals, especially children and youth, with disabilities. Funding above $9 million may be provided to other grantees. FY1998 federal funding (appropriations): $10.5 million for all age groups.

Participation Data Participant data are not available.

Bilingual Education

Authorization. Bilingual Education Act, Title VII, Elementary and Secondary Education Act; authorized through FY1999.

Program Description. The Bilingual Education Act authorizes several programs to support and improve education services to persons with limited English proficiency. Administering entities include: the U.S. Department of Education (ED), state education agencies (SEAs), local education agencies (LEAs), nonprofit agencies, and institutions of higher learning.

Subpart I of the Act provides grants for local bilingual education programs for Instructional Services. These grants are awarded primarily to LEAs for implementation of instructional programs that prepare limited English-proficient (LEP) students to meet state performance standards. Four types of grants are authorized: (1) 3-year Program Development and Implementation grants for new comprehensive LEP programs (including early education, gifted and talented, and vocational and applied technology education programs), (2) 2-year Program Enhancement grants for enhancing or expanding existing programs for LEP students, (3) 5-year Comprehensive School grants for reforming, restructuring, and upgrading all relevant programs and operations within an individual school that enrolls a concentration of LEP students, and (4) 5-year Systemic Improvement grants for district-wide reforming, restructuring, and upgrading all relevant programs and operations within an LEA that enrolls a concentration of LEP students.

Subpart 2 of the Act authorizes grants and contracts for research and evaluation, projects that disseminate information on successful bilingual education models, as well as grants to SEAs for data collection and technical assistance to school districts with LEP students and a contract for the National Clearinghouse for Bilingual Education. The Act also authorizes federal grants from ED for training, technical assistance, evaluation, data collection, and other activities.

Funding. Grants and contracts are awarded on a competitive basis. All programs are "current funded" (i.e., funds must be obligated during the fiscal year of the grant or contract). FY1998 federal funding (appropriations): $354 million.

Participation Data. FY1997: an estimated 1.088 million children served under Subpart 1 of the Act.

Charter Schools

Authorization. Title X, Part C, Elementary and Secondary Education Act; authorized through FY1999.

Program Description. The Public Charter School (PCS) program supports the design, initial implementation, and evaluation of charter schools. Charter schools are a relatively new type of public school that is released from many of the regulations that normally apply to public schools, in return for increased accountability in terms of academic outcomes for pupils. State charter school laws and policies vary widely.

Charter schools can be supported under this program only if they are established under an enabling state statute, are exempted from significant state and local rules that would limit their flexibility, are created as, or converted from, public schools, are nonsectarian, do not charge tuition, comply with specified federal civil rights laws, use a lottery to admit students if oversubscribed, and meet all applicable health and safety requirements. Funds are provided to state education agencies (SEAs) to assist "eligible applicants" (individuals or groups seeking to establish and administer charter schools that apply in partnership with entities authorized to grant charters) in planning their educational program and in the initial implementation of their school. In states where the SEA has not applied, eligible local entities sponsoring charter schools may apply for funding directly to the federal administering agency – the U. S. Department of Education (ED) – as long as the state law criteria has been met.

Funding. Federal allocations to SEAs (and to schools in non-participating states) are determined under the following criteria: (1) the contribution the funds will make to helping educationally disadvantaged and other students meet state educational standards, (2) the degree of flexibility provided to charter schools, (3) the ambitiousness of the objectives of the state's charter school program, (4) the quality of the strategy for assessing the achievement outcomes of charter schools, and (5) the likelihood that a state's grant program will meet its objectives and improve education. For local education agencies (LEAs) that apply directly to ED for PCS funds in nonparticipating states, there are six criteria. Four of these are essentially the same as criteria (2)-(5) above; a fifth is "the quality of the proposed curriculum and instructional practices"; and the sixth is "the extent of community support for the application." FY1998 federal funding (appropriations): $80 million.

Participation Data. In the 1997-1998 school year, 780 charter schools served approximately 166,000 students in 24 states. As of the spring of 1998, 31 states have charter school laws.

Demonstrations of Comprehensive School Reform

Authorization. Title I, Part E, Elementary and Secondary Education Act; authorized through FY1999.

Program Description. The Demonstrations of Comprehensive School Reform program helps elementary and secondary schools with programs under Title 1, Part A of the Elementary and Secondary Education Act (ESEA) to implement school-wide reform activities. State education agencies (SEAs) distribute grants of no less than $50,000 on a competitive basis to local education agencies (LEAs) that are eligible for ESEA Title I funds for education for the disadvantaged. SEAs may use up to 5% of their allocations under this program for administration. The program is federally administered by the U.S. Department of Education.

Funding. State allocations are based on ESEA Title I basic state grants. FY1998 federal funding (appropriations): $120 million (2,352 grants awarded to LEAs). A set-aside of 1% is provided for Bureau of Indian Affairs schools and outlying areas.

Participation Data. There are no data on the number of children covered by these grants.

Department of Defense Dependents' Schools

Authorization. Defense Dependents' Education Act and P.L. 81-874 (as amended); permanently authorized.

Program Description. The kindergarten through 12 for dependents of DOD personnel stationed outside the United States and its possessions Department of Defense (DOD) administers a worldwide system of schools with instruction in grades, as well as some schools on military bases within the United States. Referred to as the Department of Defense Education Activity (DODEA), the two-part system consists of (1) the system of overseas schools, Department of Defense Dependent Schools (DODDS), and (2) the system of schools in the U.S., the Department of Defense Domestic Dependent Elementary and Secondary Schools (DoDDDESS).

DODDS operates some 170 tuition-free schools in 14 nations that are administered through five regional offices scattered throughout the world. Schools under the DODDS can enroll children other than dependents of DOD personnel on a space available basis, with a tuition charge. In enrolling tuition students, first preference is given to dependents of non-DOD federal employees who are assigned to the area and to children of employees of firms that have contracts with the DOD. For students living in areas not served by DODDS, the program provides either dormitory housing at its schools in other areas or, through contracts, enrollment in an English-speaking school near the student's place of residence.

DoDDDESS is responsible for 65 schools located in seven states, Puerto Rico, and Guam.

Funding. FY1998 federal funding (appropriations for operations and maintenance): $1.124 billion, excluding construction costs.

Participation Data. FY1998: an estimated 118,000 students (85,000 overseas; 33,000 in the U.S., Puerto Rico, and Guam).

Education Block Grants

Authorization. Title VI, Elementary and Secondary Education Act; authorized through FY1999.

Program Description. Grants under this program—also referred to as Innovative Education Program Strategies or the Chapter 2 program—support reform efforts in elementary and secondary education. Eligible activities include purchase of and training in technology related to the implementation of school-based reform, acquisition and use of educational materials, innovative programs for schoolwide improvement, educational services for disadvantaged students, prevention and elimination of illiteracy among children and adults, programs for gifted and talented children, school reform activities consistent with Goals 2000, and projects that promote school improvement and parental involvement.

Local education agencies (LEAs) design and implement programs; they receive at least 85% of each state's allotment. State education agencies (SEAs), which make the grants to LEAs, use the remaining funds for program administration, technical assistance to LEAs, and other state-level activities. This program is administered at the federal level by the U.S. Department of Education.

Funding. Grants are allotted by formula to SEAs in proportion to their state's share of the school-aged population. No state receives less than 0.5% of the total allotment, and up to 1% of the total appropriation is reserved for outlying areas. States use their own formula to distribute funds to LEAs, but state formulas must be based on student demographic characteristics such as low-income status or population sparsity, that are associated with relatively high educational costs. SEAs may retain up to 15% of their allocation for administration, technical assistance and other state-level activities. FY1998 federal funding (appropriations): $350 million.

Participation Data. Data are not available for the number of children served under this program. Virtually all LEAs receive grants under this program.

Education for Children with Disabilities

Authorization. Individuals with Disabilities Education Act (IDEA). Part B, grants to states and preschool grants; authorized indefinitely. Part C, grants for infants and families; authorized through FY2002

Program Description. Programs under the IDEA provide funding to state educational agencies (SEAs) and local educational agencies (LEAs) for programs to support and improve early intervention for children with disabilities under the age of 3 and the free and appropriate education of children with disabilities ages 3-21. The grants to states program assists states to provide a free appropriate public education (FAPE) in the least restrictive educational setting to every child with a disability aged 5-21. There are 13 disability categories including developmental, physical, and neurological disorders. Each disabled child must have an individualized education program (IEP) that relates programming for the child to achievement in the general education curriculum. Further, states must establish performance goals and indicators for disabled pupils, as well as include disabled pupils in statewide assessments and alternative assessments. The preschool grant program assists states to provide FAPE in the least restrictive educational setting to every child with a disability ages 3-5. Children ages 3-5 eligible for services under the program include those identified as having any of the disabilities that qualify a child under the state grant program, and those identified as developmentally delayed. The grants for infants and families program provides formula grants to participating states to assist them in the maintenance and implementation of statewide systems of early intervention for infants and toddlers with disabilities who are under the age of 3. Services include diagnosis, family training, counseling, and other support services. Under part B (grants to states and preschool grants), SEAs may retain up to 5% for administration. These programs are federally administered by the U.S. Department of Education.

Funding. Under part B (grants to states and preschool grants), allocations to SEAs are based on the number of children with disabilities aged 3-21 who are receiving a free appropriate public education within each state. Under the grants to states program, enactment of appropriations above $4.9 billion triggers a new state formula that distributes a base amount to states equal to their allocations in the year before the trigger was initially reached and distributes "new money" based upon total school-age population (weighted 85%) and total school-age population in poverty (weighted 15%). Minimum and maximum grant provisions place floors and ceilings on the amount of aid going to states. Aid to LEAs is distributed in a fashion similar to aid to states. In general, the formula provisions for the preschool program are the same as those outlined for the grants to states program. State eligibility for the infants and families program is based on a series of statutory requirements, such as the designation of a single state agency to coordinate program activity; and the allocation formula is based on state population aged 2 and under. FY1998 federal funding (appropriations): $4.5 billion (for the three grant programs).

Participation Data. In FY1997, 6.56 million children (est.) received services; 5.8 million school-age children, nearly 600,000 pre-school children, and almost 200,000 infants.

Education for Homeless Children and Youth

Authorization. Title VII, Stewart B. McKinney Homeless Assistance Act; authorized through FY1999.

Program Description Funding under this program assists state education agencies (SEAs) assure access to a free, appropriate education for homeless children and youth. Grants, made by SEAs, to local education agencies (LEAs) must be used to facilitate the enrollment, attendance, and success in school of homeless children and youth. States may reserve approximately 5% for state-level activities. This program is administered at the federal level by the U.S. Department of Education.

Funding. Grants are allotted by formula to SEAs in proportion to grants made under Title 1, Part A of the Elementary and Secondary Education Act, except that no state may receive less than $100,000. The Education Department may reserve 0.1% of the total appropriation for grants to outlying areas. The Department also may transfer 1% of the total to the Department of the Interior for Bureau of Indian Affairs services to homeless children and youth. FY1998 federal funding (appropriations): $28.8 million.

Participation Data Participant data are not available.

Educational Technology

Title III of the Elementary and Secondary Education Act (ESEA), authorized through FY1999, provides for several educational technology programs administered federally by the U.S. Department of Education, which makes grants and awards to states, consortia, and other entities. Those that are funded include the following six programs.

Ready to Learn Television. Authorized by part C of title III of the ESEA, this program provides support for the production of educational and instructional video programming for preschool and elementary school students.

Funding. FY1998 federal funding (appropriations): $7 million.

Participation Data. In FY1998, there were 135 participating television stations, and 447,000 parents and caregivers were trained.

Regional Technical Support and Professional Development. Authorized by part A of Title III of the ESEA, this program supports six regional consortia that disseminate information on technology applications, provide technical assistance in collaboration with state and local education agencies to help schools (particularly those with substantial disadvantaged populations), and support professional development related to educational technology.

Funding. FY1998 federal funding (appropriations): $10 million.

Participation Data. Six awards were made in FY1998.

Star Schools Program. Authorized by part B of title III of the ESEA, this program supports public-private "partnerships" that use telecommunications facilities and instructional programming to improve instruction at the elementary and secondary school level in mathematics, science, vocational education, and other subjects. Funds can be used to develop, construct, and acquire telecommunications facilities, and to develop and acquire instructional programming. To be funded, partnerships must provide assurances that a significant portion of their facilities and activities will be made available to school districts with high proportions of educationally disadvantaged students. Award conditions include: under the general program, 25% of the funds must be used for instructional programming; awards may be made for up to 5 years; grantees must provide a 25% match for the first 2 years of the award, 40% for the second 2 years, and 50% in the final year; a single statewide telecommunications network can be funded, but it must meet 50% of its costs from non-federal sources.

Funding Under this discretionary grant program, funds are awarded competitively to eligible recipient entities. With the exception of the statewide telecommunications network grants, a 25% non-federal match is required for all grants. FY1998 federal funding (appropriations): $34 million.

Participation Data. Data on the number of students served by activities funded under this program are not regularly reported. In FY1998, eight partnership grants and three continuing education grants were made.

Technology Innovation Challenge Grants. Authorized by Part A of Title III of the ESEA, this program supports several demonstrations of high intensity use of technology in education. Funds are awarded to consortia that must include at least one local school district with a substantial number or percentage of poor children. The activities supported by these consortia are to benefit students directly, as

well as provide professional development to teachers. Each consortium must contribute substantial levels of non-federal resources.

Funding. FY1998 federal funding (appropriations): $106 million.

Participation Data. In FY1998, 18 new awards and 62 continuation awards were made.

Technology Literacy Challenge Fund. Authorized by Part A of Title III of the ESEA, this state formula grant program allocates funds to states based on their share of funds received under Part A of Title I of the ESEA. To be eligible for funding, states must have a statewide educational technology plan. Funds are allocated by states on a competitive basis to local school districts, and one of the program's objectives is to provide assistance to districts with the highest numbers or percentages of children in poverty and the greatest need for technology. Among other activities, funds may be used to acquire hardware, software, and connections to telecommunications networks, as well as to provide professional development to teachers in how to integrate technology into education.

Funding. FY1998 federal funding (appropriations): $425 million.

Participation Data. All states are receiving formula grants.

Telecommunications Demonstration Project for Mathematics. Authorized by Part D of Title III of the ESEA, this program provides grants to a nonprofit communications entity or a partnership of such entities for a national project demonstrating the use of telecommunications to improve mathematics teaching.

Funding. FY1998 federal funding (appropriations): $2.04 million.

Participation Data. "Mathline" services are provided in 41 states. The project manages 38 on-line communities involving teachers in 750 schools.

Even Start

Authorization. Title I, Part B of the Elementary and Secondary Education Act (ESEA); authorized through FY1999.

Program Description. The services provided under this program may include: identification of eligible participants, testing and counseling, adult literacy training, training of parents to aid in the education of their children, support services such as child care and transportation, home-based education of parents and children, staff training, and coordination with other federal programs such as Head Start.

Under this program, administered by the U.S. Department of Education (ED) and state and local education agencies, ED makes grants to state education agencies (SEAs). SEAs then make competitive grants to partnerships of local education agencies (LEAs) and other organizations. Proposals that target low-income families, "empowerment zones," or "enterprise communities," are given priority. To be eligible to be served, the children must reside in a school attendance area in which a basic grant program under title I of the ESEA is conducted (i.e., areas with a relatively high number or percentage of children from low-income families), and parents must be eligible to be served under the Adult Education Act (i.e., not enrolled in school and not a high school graduate or the equivalent).

Funding. Even Start grants are made to states in proportion to their grants under part A of Title I of the ESEA, with a state minimum grant of the greater of 0.5% of total grants or $250,000. The federal share of the program costs is limited to 90% for the first year of operation, declining to 60% for the fourth and succeeding years. FY1998 federal funding (appropriations): $124 million.

Participation Data. In FY1998, some 1,500 Even Start grants were made. No participant data are available.

Gallaudet University: Kendall Demonstration Elementary School and the Model Secondary School for the Deaf

Authorization. Title I, Education of the Deaf Act; authorized through FY1997.

Program Description. The Kendall Demonstration Elementary School (KDES) and the Model Secondary School for the Deaf (MSSD) are programs of Gallaudet University for deaf children and youth. The KDES and MSSD are day and residential schools respectively that operate as models and sources of information for teachers and parents on the education of deaf children and youth. The KDES and MSSD are located in Washington, DC.

Funding. The KDES and MSSD are funded by direct federal appropriations. FY1998 federal funding (appropriations): $24.7 million.

Participation Data FY1998: 137 (KDES enrollment); 225 (MSSD enrollment).

Goals 2000: State and Local Education Systemic Improvement

Authorization. Title III, Goals 2000: Educate America Act; authorized through FY1999.

Program Description. Goals 2000 is intended to enhance school reform at the preschool and K-12 education levels. States and outlying areas develop comprehensive education improvement plans for states, local school districts, and schools. These improvement plans must include developing and implementing challenging academic content standards, student performance standards and assessments, and plans for improving teacher training. The purpose is to improve teaching and learning through long-term and broad-based efforts so that all students in a state will reach challenging academic standards. Goals 2000 may be used as a framework for several of the requirements under other formula grant programs of the Elementary and Secondary Education Act (ESEA). Entities eligible to apply to the U.S. Department of Education (ED) for assistance include state educational agencies (SEAs) or, if an SEA does not apply, individual local educational agencies may apply to ED (if the SEA approves).

Funding. After a state's first year of participation in Goals 2000, at least 90% of a state's allocation must be awarded to local districts on a competitive basis to support comprehensive local reform, professional development, and preservice teacher training. FY1998 federal funding (appropriations): $466 million.

Participation Data. There are no participant data available.

Immigrant Education

Authorization. Title VII, Part C, Elementary and Secondary Education Act; authorized through FY1999.

Program Description. The emergency immigrant education program provides grants to states which have school districts enrolling substantial numbers of recent immigrant students. Immigrant students are defined as those who were not born in any state and who have been attending school in any state(s) for less than 3 complete academic years. Awards are used to help cover the cost of providing supplemental educational services to these students or for any purpose relating to the education of immigrant students. Usually funding is used for English language instruction. No limit is set on what portion may be used on administrative purposes. The U.S. Department of Education, which administers the program at the federal level, estimates that 90% of program funds are used for direct student services.

Funding. Local educational agencies (LEAs) enrolling 500 or more immigrant students or where immigrant children represent at least 3% of an LEA's total enrollment are eligible for grants. Funds are awarded to state educational agencies (SEAs). States allocate funds to eligible LEAs using a formula based on enrollment of immigrant children. Since 1996, language has been included in the annual appropriations act which allows states to determine the most effective way to distribute funds to meet the needs of immigrant students. In the most recent year, seven states received 79% of the total funding. FY1998 federal funding (appropriations): $150 million.

Participation Data FY1998: 886,225 children served. (est.)

Impact Aid: Payments for Federally Connected Children

Authorization. Section 8003, Title VIII, Elementary and Secondary Education Act; authorized through FY1999.

Program Description. The impact aid program provides financial assistance to local educational agencies (LEAs) where federal activity has caused a financial burden to the district, such as providing services to children whose parents live or work on federal property. These school districts are often near Indian reservations, federally subsidized low-rent housing sites, or military bases or other defense-related installations.

The majority of funds are allocated to LEAs in the form of *basic support payments*. These per-pupil payments are based partially on the amount the LEA contributes to a pupil's educational costs. Payments also vary according to the pupil's living circumstance (e.g., whether his or her parents live and/or work on federal property) and educational needs. In general, funds may be used by recipient LEAs for any current expenditure. Additional funds are allocated to LEAs considered to be *heavily impacted* and/or to help defray the additional cost of providing an education for *children with disabilities*. This program is administered by the U. S. Department of Education.

Funding. The number of eligible students in average daily attendance must be at least 400 or 3% of total students for an LEA to receive funds. Allocations are based on the number of students falling into one of seven weighted categories. The higher rate per pupil is applied when students' parents live *and* work on federal property or reside on tribal lands that are not subject to local taxation; the lower rate is applied when students' parents live *or* work on nontaxable federal property resulting in less of a local revenue loss. FY1998 federal funding (appropriations): $774 million.

Participation Data. In FY1997, approximately 1.5 million children received impact-aid supported services in 1,706 LEAs.

Indian Education

Authorization. Authorizations for Indian education programs are contained in four separate laws: the ***Indian Education Act*** authorized through FY1999 and administered by the U.S. Department of Education (ED); the ***Indian Self-Determination and Education Assistance Act*** the ***Johnson-O'Malley Act (JOM),*** and the ***Snyder Act of 1921*** all three of which are permanently authorized and administered by the Bureau of Indian Affairs (BIA) of the U.S. Department of the Interior.

Program Description. Subpart 1 of the ***Indian Education Act*** authorizes a number of programs to support and improve the education of Native American children. These programs include: supplementary programs in the schools of local education agencies (LEAs) and BIA-operated and BIA contract schools; enrichment programs in Indian-controlled schools; special educational services to Native American children, including activities to serve gifted and talented Native American students; training for Indian educational personnel; fellowships for Indian students; adult education; and regional centers that provide technical assistance.

The ***Indian Self-Determination and Education Assistance Act*** authorizes the BIA to enter into contracts with Indian tribal organizations for the operation of elementary and secondary schools. Under ***JOM***, the BIA provides funds to LEAs and tribally operated schools for supplementary education and related services for Native American children. Under the authority of the ***Snyder Act of 1921*** the BIA also provides financial support for the education, and in some cases residential care, of Native American children through the direct operation of about 180 BIA-operated and tribally operated contract schools for Indian children residing on federal Indian lands.

Funding. ED allocates funds provided under subpart 1 of the Indian Education Act on a formula basis to local school districts and on a discretionary basis to tribally operated schools; special programs for Indian students under the Indian Education Act are discretionary. JOM funds are allocated under a formula by the BIA to state education agencies, LEAs, and Indian tribes. Other funds are allocated to the BIA- operated schools and the BIA-funded, but tribally operated, contract schools under a student-based formula to each individual school. FY1998 federal funding (appropriations)—Indian Education Act (subpart 1): $59.8 million; Johnson-O'Malley: $18.53 million; BIA school operations (under all the Acts): $460.39 million.

Participation Data. FY1997: Indian Education Act (subpart 1): 448,465 (subpart 1 formula grant program); Johnson-O'Malley: 272,000 students in 33 states; BIA school operations (under all the Acts): 50,373 students in 23 states.

Inexpensive Book Distribution

Authorization. Title X, Part E of the Elementary and Secondary Education Act; authorized through FY1999.

Program Description. Through a contractor, Reading Is Fundamental, Inc. (RIF), federal funds disbursed by the U.S. Department of Education to support the purchase of inexpensive books that are offered through local community programs to children from low-income families to motivate them to read. The purchase and distribution of books is carried out through more than 4,200 subcontracts to local, volunteer community associations.

Funding. All funds are allotted by contract to RIF, Inc., as required by statute. The federal share of the cost of books purchased by a subcontractor is 75%, except that the share is 100% with respect to books purchased for children of migrant or seasonal farmworkers. FY1998 federal funding (appropriations): $12 million.

Participation Data. In FY1997, 2.2 million children were served.

Job Corps

Authorization. Title IV-B, Job Training Partnership Act (JTPA); permanently authorized. The Workforce Investment Act of 1998 (P.L. 105-220) repeals JTPA as of July 1, 2000. The Job Corps is authorized under the new legislation

Program Description. The Employment and Training Administration, the U. S. Department of Labor (DOL), contracts directly with private and public organizations to operate Job Corps centers, which are residential programs providing intensive remedial education and skill training for economically disadvantaged individuals, aged 14-24, whose home environments are extremely disruptive and who could benefit from a residential program. While, by law, 14 and 15 year olds are eligible to participate, regulations limit their enrollment to selected cases; in addition, the law permits up to 20% of enrollees to be 22-24 years old.

Funding. Funds are provided from DOL to Job Corps sponsors through contracts. FY1998 federal funding (appropriations): $1.2 billion.

Participation Data FY1997: 65,269 participants aged 16-21 (est.).

Junior Reserve Officers Training Corps (JROTC)

Authorization. The Junior Reserve Officers Training Corps (JROTC) was established by the National Defense Act of 1916 and expanded by the Reserve Officers' Training Corps Vitalization Act of 1964. It is permanently authorized (10 U.S.C. Section 2031.)

Program Description. This instructional program was developed by the armed forces and is offered at some high schools nationwide. Its objectives are to promote citizenship, develop leadership, strengthen self-esteem, cultivate teamwork, and instill self-discipline. Curriculum instructors are military retirees that lead students in classroom instruction, practicums, and summer camp training. Academic studies emphasize military history and traditions, technology, leadership management, techniques of communication, first aid, map reading, citizenship, and roles/missions of the armed forces. Practicums promote teamwork in an organized setting utilizing drills, inspections, ceremonies, and physical training. Summer training is optional, but includes 8 to 10 days at a base or installation to reinforce skills in marksmanship, rappelling, land navigation, obstacle course training, and math/science problem-solving. Student requirements mandate that participants be above the eighth grade and in good physical condition. The mission statement for JROTC reads:

> It is a purpose of the Junior Reserve Officers Training Corps to instill in students in the United States secondary educational institutions the value of citizenship, service to the United States, and personal responsibility and a sense of accomplishment.

Funding. The Department of Defense (DOD) provides approximately 85% of operations and maintenance funds for instructor salaries and school districts/local sources pay the remainder. The program's textbooks, travel, educational materials, miscellaneous expenses, uniforms, and subsistence costs are also covered by the DOD. FY1998 federal funding (appropriations). $166.7 million.

Participation Data More than 380, 000 students nationwide participated in JROTC programs in FY1997. Approximately one-half of the high school graduates with more than 2 years of training in this program enter into the armed forces in some fashion.

Learn and Serve America: K-12

Authorization. The National and Community Service Act of 1990; authorized through FY1996. NCSA programs continue to be funded through appropriations legislation for the Departments of Veterans Affairs and Housing and Urban Development (VA/HUD).

Program Description. This program, administered by the Corporation for National and Community Service, has authorized grants to states for elementary, secondary, postsecondary, and community based service learning projects since 1990; it was formerly known as the Serve-America program. Service-learning is designed to involve students in community service projects that address local needs in education, public safety, human services, and the environment in ways that complement their academic studies. This program has two components: *K-12 School and Community-Based programs* and *Higher Education programs.*

The K-12 School and Community-Based program help schools and community groups to create service-learning initiatives that involve elementary and secondary school students in community service that is complementary to their academic studies. Grants can also be used for adult volunteer programs and teacher training. School-based programs are administered by state education agencies, which receive grants directly from the Corporation based on population.

Funding. Community-based programs receive funding through competitive grants given by the Corporation to national nonprofit organizations and commissions on national service established by the states. A new grantee must provide a 10% match to federal funds; this match increases to 20% and 30%, respectively, in years 2 and 3, and is 50% for any subsequent year the grantee receives funds under this program. FY1998 federal funding (appropriations) for the Learn and Serve Program: $43 million, of which an estimated three-quarters is used for the K-12 program.

Participation Data. No data are available on the number of children and youth served.

Magnet Schools Assistance

Authorization. Title V, Part A, Elementary and Secondary Education Act; authorized through FY1999.

Program Description. This program provides funding to magnet schools. These are schools with some distinctive curricular, pedagogical, or other feature that serves to attract students from different racial and ethnic backgrounds. The purposes of this program are to address minority group isolation in schools, and to support instruction within magnet schools that will strengthen students' academic knowledge and their marketable vocational skills. Only local educational agencies (LEAs) currently implementing a desegregation plan ordered by a court or state official, or agreeing to adopt a desegregation plan, can receive assistance under this program. Funds can be used by LEAs for planning and promotional activities related to academic programs at magnet schools, acquiring instructional equipment necessary for magnet school programs, and paying the salaries of state certified teachers who conduct programs in magnet schools. To be eligible to receive funds, LEAs must agree to certain nondiscrimination provisions. No single award can exceed $4 million in any fiscal year. Over the 3 year grant period a decreasing proportion of the grant may be used for planning activities; 50%, 15% and 10% respectively. In addition, up to 5% of the total appropriation may be reserved for "Innovative Programs" engaged in desegregation efforts outside of magnet schools, which are organized around a particular theme and encourage parent and community involvement. This program is administered by the U.S. Department of Education.

Funding. This is a discretionary grant program; funds are awarded competitively to eligible recipients. FY1998 federal funding (appropriations): $101 million.

Participation Data. No data are available on the number of children served by this program.

National Guard ChalleNGe Grants

Authorization. Originally authorized in the FY1993 National Defense Authorization Act (Section 1091 of P.L. 102-484) through FY1995. Extended by the FY1996 National Defense Authorization Act through August 10, 1997 (Section 573 of P.L. 104-106). Permanent authority provided in the FY1998 National Defense Authorization Act (Section 1076 of P.L. 105-85).

Program Description. The National Guard ChalleNGe program provides a combination of programs to assist unemployed, but drug-free and lawbreaking-free, high-school dropouts age 16-18, in acquiring the skills needed to be productive members of society. For the first 5 months of their participation, members live in a disciplined "boot camp" military-type environment and follow a structured program of work and community service projects, high school study, physical training, and learning health, hygiene, and employment skills. This period is followed by another year in which members return to their communities, continue their education with a ChalleNGe-provided subsidy, may be employed as well, and are paired with a specially-qualified adult mentor who tracks their progress and provides support and encouragement. The Defense Department (DOD), through the National Guard, provides some personnel and facilities; other staff are state social service personnel whose salaries are subsidized by the National Guard. State and local advisory committees and working groups integrate the ChalleNGe efforts with community organizations and agencies. Currently, 15 states participate in ChalleNGe, and, as of mid-1997, 7,000 participants in residence (out of 10,000) had completed their GED high school-equivalency programs.

Funding. The DOD enters into agreements with states to provide grants for each state's ChalleNGe program. DOD funds must be matched by state funding; in FY1998, DOD funding could not exceed 75% of the total cost of a state program, a sliding scale which will drop to 60% by FY2001 and later. Current law sets a ceiling of $50 million yearly on ChalleNGe appropriations. Actual federal FY1998 funding (appropriations): $48 million.

Participation Data. As of April 1998, 3,500 young people were enrolled in the program; since the program began, a total of 17,360 have entered and 14,000 have successfully completed it.

Safe and DrugFree Schools and Communities

Authorization. Title IV of the Elementary and Secondary Education Act (ESEA); authorized through FY1999.

Program Description. The Safe and Drug-Free Schools and Communities Act authorizes grants to support safety, alcohol and drug abuse education activities in schools and communities. The Act authorizes state and local grants, grants for development and distribution of drug and violence prevention materials, grants for institutions of higher education, programs for Indian youth and Native Hawaiians, grants for regional training centers, and educational personnel training, as well as federal activities carried out by the U.S. Department of Education (ED).

ED grants to states are divided between the Office of the Governor and the state education agency (SEA). The Governor's office provides financial support for anti-substance abuse efforts sponsored by community-based organizations and for demonstration programs aimed at high-risk youth. Each SEA allots funds to local educational agencies to improve anti-substance abuse education, prevention, early intervention, and rehabilitation referral programs.

Funding. Most of the funds are distributed among the states, half on the basis of the population aged 5-17, and half on the basis of state shares of ESEA Title I (Education for the Disadvantaged) funding. Other amounts are set aside for specific groups and activities listed above, as well as for teacher training. Of the amount allocated to states, 20% is awarded to the Governor who may grant the funds for a variety of community projects. The other 80% goes to the SEA, which in turn awards most of the funds to local and intermediate education agencies for community-based programs. FY1998 federal funding (appropriations): $556 million ($531 million in grants to states, the remainder for federal activities).

Participation Data. The program is designed to reach every schoolchild in the U.S. In 1998, services covered an estimated 40 million schoolchildren through state and local agency programs. In 1994-1995, the most recent year for which data are available, more than 5 million individuals received direct services under the Governors' program.

School-to-Work Opportunities

Authorization. The School-to-Work Opportunities Act. Appropriations are authorized through FY1999; general authority of the Act terminates on October 1, 2001.

Program Description. The School-to-Work Opportunities Act (STWOA) authorizes federal 5-year "venture capital" grants to support the planning and implementation of state and local school-to-work programs. STWOA supports the development of programs with three main elements: work-based learning (providing participating students with work experience and on-the-job training); school-based learning (upgrading and integrating the academic and occupational skills participating students learn in school); and program coordination to aid in planning, implementation, and operation of the program. Noncompetitive grants for planning are made to states, and competitive grants for implementation are made to states and localities.

In addition to these grants, STWOA authorizes competitive and noncompetitive grants for *national* activities, such as research, demonstrations, dissemination of information, and technical assistance. States receiving implementation grants may spend not more than 10% on administration. Local partnerships receiving grants may spend not more than 10% on administration. This program is jointly administered by the Departments of Education and Labor.

Funding. FY1998 federal funding (appropriations) is $400 million, most of which funds competitive implementation grants to states. Of the total, not more than 0. 5% is reserved for Native Americans and not more than 0. 5% for the outlying areas.

Participation Data. No participant data are available.

Secretary's Fund for Innovation in Education

Authorization. Title X, Part A of the Elementary and Secondary Education Act; authorized through FY1998.

Program Description Under the Secretary's fund for innovation in education, the U.S. Secretary of Education is authorized to award funds for activities that develop innovative educational approaches, that enable nationally significant programs to be conducted, improve the quality of education, assist all students to meet challenging state content standards, and contribute to the achievement of the National Education Goals. In addition to this general authority, specific authorization is provided for several types of innovative educational programs, including Elementary School Counseling Demonstrations, Partnerships in Character Education Pilot Projects, Smaller Learning Communities, National Student and Parent Mock Elections, and Model Projects.

Funding. Grants are made at the discretion of the U.S. Secretary of Education. Under the authorizing statute, the program areas in which grants may be made also are determined by the Secretary; however, appropriations legislation occasionally specifies the areas in which some of the funds may be used. Activities may be carried out directly or through grants or contracts to state and local education agencies; institutions of higher education; and public and private agencies, organizations, and institutions. FY1998 federal funding (appropriations): $108 million.

Participation Data. There are no data on persons affected under the Secretary's awards.

State Agency Migrant Education

Authorization. Title I, Part C, of the Elementary and Secondary Education Act (ESEA); authorized through FY1999.

Program Description. The Migrant Education Program helps state education agencies (SEAs) meet the unique educational and related needs of children of migratory farm workers and fishers. Typically, migrant education programs include regular academic instruction, remedial or compensatory instruction, bilingual education, vocational and career education, testing, guidance and counseling, and medical and dental screening. SEAs also may use funds to improve Migrant student access to existing ESEA Title I (education for the disadvantaged) services and to help coordinate services beyond local education agency (LEA) and SEA boundaries. In practice, most programs are administered by LEAs.

Most of the money is allocated through an *SEA formula grant program.* The total federal appropriation includes up to $6 million in discretionary grants to SEAs for the improvement of inter- and intra-state migrant *coordination activities.* At least $1.5 million of that is reserved for *Consortium Incentive grants* for SEAs with small formula allocations; and SEAs with formula allocations of $1 million or less meet with the Education Department to discuss increasing the cost-effectiveness of their programs through inter-state consortium arrangements. Federal funds must be used to supplement and not supplant state and local funding. This program is administered by the U.S. Department of Education.

Funding. State allocations are determined by a statutory formula based on each state's per-pupil expenditure for education and the number of migratory children between the ages 3 through 21, who have lived in or received services from the state within the last 3 years. The Secretary may adjust funding to account for relative need and summer students. FY1998 federal funding (appropriations): $305.5 million.

Participation Data 564,000 children were served in the 1995-96 school year.

State Agency Neglected and Delinquent Education Grants

Authorization. Title I, Part D of the Elementary and Secondary Education Act; authorized through FY1999.

Program Description. This program is administered by the U.S. Department of Education (ED), state education agencies (SEAs), and other agencies. It makes grants to state agencies for the education of children and youth (through age 21) in facilities for the neglected or delinquent, including adult correctional institutions. The services provided must be supplementary to basic education programs funded by the state. Programs may be conducted directly by the state agencies, or through contract to local agencies or private nonprofit organizations. Up to 10% of each state's grant may be used for services to facilitate the transition of students from state agency programs to regular, local elementary and secondary schools.

Funding. Grants are made to the states in proportion to the number of children and youth in state agency programs for the neglected and delinquent, multiplied by a cost factor. SEAs make subgrants to the agencies responsible for educating neglected or delinquent children and youth. To be eligible for funds under the program, juvenile institutions must provide 20 hours a week of instruction from nonfederal funds; adult correctional institutions must provide 15 hours. FY1998 federal funding (appropriations): $39 million.

Participation Data. FY1997: 192,000 pupils (est.).

Summer Youth Employment and Training

Authorization. Title II-B of the Job Training Partnership Act; permanently authorized. The Workforce Investment Act of 1998 (P.L. 105-220) repeals JTPA as of July 1, 2000. Youth activities, but not a separate summer youth program, are authorized under the new legislation.

Program Description. Localities use funds provided under this program for employment and training activities, during the summer months, for economically disadvantaged 14- to 21-year-olds. Remedial education also is provided. The program is administered by the Employment and Training Administration of the U.S. Department of Labor.

Funding. The federal government allocates funds to states according to a three- part formula based on unemployment and poverty. States in turn allocate funds to local service delivery areas according to the same formula. FY1998 federal funding (appropriations): $871 million for the summer of 1998.

Participation Data. FY1997: 493,000 individuals aged 14-21 (est.).

Title I Grants to Local Educational Agencies

Authorization. Title I, Part A of the Elementary and Secondary Education Act (ESEA); authorized through FY1999.

Program Description. The Title I program serves educationally disadvantaged children attending public and private schools from the preschool through secondary education levels. The services provided are targeted at low-achieving students residing in relatively low-income areas. The program supports state education agency (SEA) and local education agency (LEA) activities such as individualized and accelerated instruction, smaller classes, extra time to learn after school and during the summer, computer reinforcement, and preschool programs.

Public school eligibility for Title I funds is based on enrollment data. In general, enrollment by students from low-income families must be at least 35% or exceed the average poverty rate for that school district. In LEAs serving more than 1,000 students, priority for funding must be given to schools with a poverty rate of 75% or more. Within LEAs, funds are allocated to the school attendance areas with the greatest relative number or percentage of children from low-income families; although schools may be ranked on the basis of their actual enrollments, rather than on the number of children residing in their attendance area. In these target attendance areas, the most educationally disadvantaged children are served, regardless of their individual family income or whether they attend public or private schools. If 50% or more of a school's pupils are from low-income families, then Title I funds may be used for schoolwide programs. SEAs may use the greater of 1% of their allocation or $400,000 for Title I program administration costs. There is a 1% set-aside for the Bureau of Indian Affairs and outlying areas. This program is administered by the Department of Education (ED).

Funding. Although all Title I LEA grants may be combined at the local level, funds are allocated in two ways; the *basic grant* formula and the *concentration grant* formula. The *basic grant* formula allocates funds for LEAs in proportion to counts of children from low-income families multiplied by the state average K-12 per-pupil expenditure. Specifically, the ED allocates grants at the county level, then SEAs suballocate county totals to individual LEAs (beginning in FY1999, grants may be calculated directly at the LEA level by the ED). In FY1998, basic grants comprised 85% of the total appropriation. The *concentration grant* formula, provides additional funding to LEAs in counties where the number of children counted in the basic grant formula is at least 6,500 children, or at least 15% of the school-aged population. In FY1998, concentration grants accounted for approximately 15% of the total appropriation. FY1998 federal funding (appropriations): $7.4 billion.

Participation Data. In FY1997 an estimated 9.6-10.1 million students received services, and 50,000 schools, including two-thirds of the nation's elementary schools, received funding.

TRIO: Talent Search and Upward Bound

Authorization. Title IV, Part A, Subpart 2, Chapter 1 of the Higher Education Act; authorized through FY1999.

Program Description. The federal TRIO programs consist of the Talent Search, Upward Bound, Student Support Services, Educational Opportunity Centers, Ronald E. McNair Post-Baccalaureate Achievement, and staff training programs.

Only two of the programs *explicitly* serve individuals below 18 years of age—***Talent Search*** and ***Upward Bound*** programs. Talent Search participants must have completed 5 years of elementary education or be at least 11 years old, but not more than 27. At least two-thirds of the individuals served by a Talent Search project must be low-income, first generation college goers (that is, come from a family in which neither parent has completed a bachelor's degree). Also, individuals must not have access to services from an Educational Opportunity Center. Upward Bound participants must have completed 8 years of elementary education *and* be at least 13 years of age, but not older than 19. At least two-thirds of an Upward Bound project's participants must be low-income, first generation college goers. The remaining participants must be *either* low-income *or* first generation college goers. A third program—Educational Opportunity Centers—also serves low-income, first generation college goers, age 19 or above.

Among the services authorized for the Talent Search program are assistance in secondary school course selection, assistance in completing college admission and financial aid applications, help in reentering secondary education or entering general educational development (GED) or other alternatives for high school dropouts, exposure to college campuses, exposure to cultural events, personal and career counseling, mentoring, and tutoring. Upward Bound projects may provide, among other services, instruction in subjects necessary for postsecondary success, assistance in high school course selection, counseling, tutoring, mentoring, activities showing career options, exposure to cultural events, and on-campus residential programs. Upward Bound projects that have received 2 years or more of assistance must provide participating youth with instruction in mathematics, laboratory science, foreign language, composition, and literature.

These programs are conducted by institutions of higher education, and other agencies or organizations. The U.S. Department of Education administers this program at the federal level.

Funding. These are discretionary grant programs; funds are awarded competitively to eligible recipients. FY1998 federal funding (appropriations)—Talent Search: $9.2 million; Upward Bound: $202.5 million. Funding figures are for all persons served, not just those under age 18.

Participation Data. FY1997: Talent Search: 332,000 (est.); Upward Bound: 45,000 (est.). Data include participants who may be 18 years of age or older.

21st Century Community Learning Centers

Authorization. Title X, Part I, Elementary and Secondary Education Act; authorized through FY1999.

Program Description. This program provides grants to rural and inner-city public elementary or secondary schools to plan, implement, or expand projects that benefit the education, health, social service, cultural, and recreational needs of the community—covering preschool, K-12, postsecondary, vocational, or adult education levels and out-of-school youth. Assistance must be equitably distributed among states, among rural and urban areas of the United States, and among urban and rural areas of each state.

Funding. Grants must be for at least $35,000, and priority must be given to applications offering a broad selection of services that address the community's needs. FY1998 federal funding (appropriations): $40 million.

Participation Data. No participant data are available.

Vocational Education: Basic State Grants

Authorization. Title I of the Carl D. Perkins Vocational and Applied Technology Education Act; authorized through FY2003.

Program Description. According to an approved state plan, grants to "eligible agencies" at the state level support the improvement of vocational education. State vocational education programs serve secondary and postsecondary students and adults needing training or retraining. State grants must be distributed by formula to local education agencies (LEAs) for secondary school programs and to institutions such as community colleges for postsecondary and adult programs. Local recipients must use these funds for the improvement of vocational education programs. There is no matching requirement, except for funds used to *administer* the state plan. This program is administered by the U.S. Department of Education.

Funding. State allocations generally are based on their population in three age groups; 15-19, 20-24 and 25-65, with an adjustment so that states with per capita incomes below the national average receive increased allotments and a set aside for outlying areas. FY1998 federal funding (appropriations): $1.01 billion.

Participation Data Participant data are not available.

Vocational Education: Tech-prep Education

Authorization. Title II of the Carl D. Perkins Vocational and Applied Technology Education Act; authorized through FY2003.

Program Description. Funds are used at the local level by consortia of secondary and postsecondary schools. Awards must be used to develop and operate 4 or 6-year programs, under a formal agreement by the members of each consortium, consisting of 2 or 4 years of secondary education and 2 years of postsecondary education. The program must include a common core of proficiency in mathematics, science, communications, and technologies. Programs must include in-service training of teachers and counselors, and provide equal access to all programs by special populations (such as persons with disabilities). This program is administered by the U.S. Department of Education.

Funding. Funds are allocated to state educational agencies (SEAs) in proportion to populations in three age groups (15-19, 20-24, and 25-65), with an adjustment so that states with per capita incomes below average receive increased allotments and a set aside for outlying areas. FY1998 federal funding (appropriations): $103 million.

Participation Data. No participant data are available.

Welfare-To-Work Grants

Authorization. Established, for FY1998 and FY1999 only, by the Balanced Budget Act of 1997 (P. L. 105-33).

Program Description. Welfare-to-work (WTW) grants, an addition to the basic Temporary Assistance for Needy Families (TANF) cash welfare program for families with children, are intended to help move long-term cash welfare recipients with work impediments into lasting unsubsidized employment. The law requires that 70% of the funds be spent on TANF recipients who have received TANF aid (or aid under TANF's predecessor, Aid to Families with Dependent Children) for at least 30 months (or are within 12 months of losing eligibility because of a time limit) and who have at least two of the following three barriers to employment: (1) lack of a high school diploma or equivalent and low reading or math skills; (2) poor work history; and (3) substance abuse. Allowable WTW-funded activities are: the conduct and administration of community service or work experience programs (in which recipients participate in exchange for their TANF benefit); job creation through public or private sector employment wage subsidies; on-the job training; contracts with public or private providers of readiness, placement, and post-employment services; job vouchers for placement, readiness, and post-employment services; and job retention.

The WTW program is administered at the federal level by the Employment and Training Administration of the Department of Labor. However, state and tribal WTW plans must be submitted both to the Secretary of Labor and the Secretary of the Department of Health and Human Services, and the latter is to evaluate the use of WTW funds.

Funding. The underlying authorizing law for WTW grants also *directly appropriates* $1.5 billion a year for FY1998 and FY1999. Most WTW funds ($2.1 billion over 2 years) are formula grants to states and outlying areas, with allotments based on their shares of the national TANF adult population and the national poverty population, equally weighted. States must provide one-third matching funds for these funds and must pass through 85% of the funds to service delivery areas (SDAs) set up under the Job Training Partnership Act (JTPA). The law gives local private industry councils (PICs) authority over spending these grants. Some WTW grant funds ($30 million over 2 years) are set aside for Indian tribes. The law also offers competitive grants ($711 million over two years) for WTW activities. Eligible for these grants are PICs, local political subdivisions of states (and private entities applying in conjunction with the PIC or locality). Finally, the law appropriates $124 million (over 2 years) for performance bonuses and evaluation.

Participation Data. No participant data are available.

Welfare-to-Work Tax Credit

Authorization. Section 51 of the Internal Revenue Code; authorized from January 1, 1998 through June 30, 1999.

Program Description. The Welfare-to-Work Tax Credit (WWTC) is a temporary measure intended to promote hiring of the hardest-to-employ welfare recipients by lowering the cost to employers. Employers can claim the WWTC against their federal income tax liabilities for hiring a long-term family assistance recipient, who is defined as:

> (1) a member of a family that has received benefits under the Aid to Families with Dependent Children or Temporary Assistance to Needy Families program for at least 18 consecutive months ending on the hiring date; (2) a member of a family that has received benefits for a total of at least 18 months beginning after the credit's enactment (August 5, 1997), if they are hired within 2 years after the date the 18-month total is reached; or (3) a member of a family no longer eligible for benefits after August 5, 1997 because of any time limitation imposed by federal or state law on the payment of benefits to the family, if they are hired within 2 years after the date of benefit cessation.

The WWTC is 35% of the first $10,000 earned during the eligible hire's first year of employment, and 50% of the first $10,000 earned during the worker's second year of employment. The subsidy rate is applied against the employee's gross earnings and certain tax-exempt amounts received under accident or health plans as well as under educational or dependent assistance programs. The WWTC can lower the employee's cost to the employer by up to $3,500 in the first year and up to $5,000 in the second year of employment. The actual value of the credit depends on the employer's tax bracket, however. An employer's usual tax deduction for work-related expenses must be reduced by the amount of the credit, as well.

In order to claim the WWTC, employers must retain eligible hires for at least 400 hours or 180 days. The WWTC and the Work Opportunity Tax Credit (WOTC), discussed in the next entry, cannot be claimed for the same individual.

The WWTC is administered by the Employment Service (ES) of the U.S. Department of Labor and the Internal Revenue Service of the U. S. Department of the Treasury. Local ES offices are charged with certifying the eligibility of job seekers for whom employers petition to receive the credit. Employers claim the credit on their federal income tax returns.

Funding. The WWTC is a tax expenditure. It was estimated to cost the federal government $10 million in revenue forgone in FY1998. The ES appropriation for administration of the WWTC and WOTC together in FY1998 was $20 million.

Participation Data. Participant data are not available.

Work Opportunity Tax Credit

Authorization. Section 51 of the Internal Revenue Code; authorized from October 1, 1996 through June 30, 1999.

Program description. The Work Opportunity Tax Credit (WOTC) is a temporary measure intended to promote hiring of members of the following 8 hard-to-employ groups by lowering their cost to employers:

> (1) high-risk youth (18-24 year olds living in an empowerment zone or enterprise community, EZ/EC; (2) 18-24 year olds in families receiving food stamps for the 6-month period ending on the hiring date, or receiving benefits for at least 3 months of the 5-month period ending on the hiring date in the case of families no longer eligible for assistance under certain Food Stamp program work provisions; (3) summer youth (16-17 year olds hired for any 90-day period between May 1 and September 15 living in an EZ/EC); (4) members of families receiving benefits under the Aid to Families with Dependent Children (AFDC) or Temporary Assistance for Needy Families (TANF) program for 9 months in the 18-month period that ends on the hiring date; (5) veterans in families receiving food stamps for at least a 3-month period in the 15-month period ending on the hiring date; (6) Supplemental Security Income recipients receiving benefits for any month ending within the 60-day period ending on the hiring date; (7) vocational rehabilitation referrals (individuals with physical or mental disabilities resulting in substantial employment handicaps who have been referred to employers on completion or while receiving services under a state rehabilitation plan or a program approved by the Department of Veterans Affairs); and, (8) economically disadvantaged ex-felons with hiring dates within 1 year of the last date of conviction or release from prison.

The federal income tax credit is 25% of the first $6,000 earned in the first year of employment for eligible hires (except summer youth) retained from 120 to 399 hours; the subsidy rate rises to 40% if the worker stays on the payroll at least 400 hours. For the summer youth group, the 25% or 40% rate is applied against the first $3,000 earned. The actual value of the credit to employers can be less than $1,500-$2,400 per eligible worker ($750-$1,200 for summer youth), however, depending on the employer's tax bracket. An employer's usual work-related tax deduction also must be reduced by the amount of the credit.

The WOTC is administered by the Employment Service (ES), U.S. Department of Labor and the Internal Revenue Service, U. S. Department of the Treasury. Local ES offices are charged with certifying the eligibility of job seekers. Employers claim the credit on their federal income tax returns.

Funding. The WOTC is a tax expenditure, estimated to cost the federal government $275 million in revenue forgone in FY1998. The ES appropriation for administration of the WOTC and WWTC together in FY1998 was $20 million.

Participation Data. In FY1997, the ES issued 126,113 certifications to employers for hiring members of the targeted groups, with 60% for the AFDC/TANF group; 21% for the food stamp group (18-24 year olds); and 7% for high-risk youth group.

Youthbuild

Authorization. Housing and Community Development Act of 1992; permanently authorized.

Program Description. The Youthbuild program provides disadvantaged high school dropouts (age 16 to 24) with education and employment skills through rehabilitating and building housing for low-income and homeless people. The program includes both on-site construction work and off-site academic and job training. Usually, each Youthbuild construction site employs an average of 35 trainees, with approximately 65% of them completing the program, and 82% attaining jobs or further education.

Under the Youthbuild program, grants are awarded by the Department of Housing and Urban Development (HUD) on a competitive basis to eligible public and private nonprofit agencies, community-based organizations, administrative entities designated under the Job Training Partnership Act, and community action agencies. Grants were previously awarded to cover the cost associated with designing and setting up programs, and preparing for implementation grants. Implementation grants fund acquisition and construction costs, administrative costs, education and job training services, support services, wages, and other operating expenses. HUD now awards only implementation grants.

Funding. In recent years, the Youthbuild program has been funded as a set-aside of Community Development Block Grant (CDBG) funds. In FY1998, $35 million was appropriated for Youthbuild as an independent program.

Participation Data. HUD estimates that the $35 million appropriated for the FY1998 program funded 48 grants assisting approximately 1,750 disadvantaged youth.

Youth Employment and Training

Authorization. Title II-C of the Job Training Partnership Act (JTPA); permanently authorized. The Workforce Investment Act of 1998 (P.L. 105-220) repeals JTPA as of July 1, 2000. Youth activities are authorized under the new legislation.

Program Description. Funds are provided to states and localities for employment-related training and supportive services to economically disadvantaged youth. Some of these services include remedial education, institutional skills training, on-the-job training in the public and private sectors, work experience, skill assessment, job counseling, and job search assistance. The program is administered by the Employment and Training Administration of the U.S. Department of Labor (DOL).

Funding. DOL allocates funds to states according to a three-part formula, based on unemployment and poverty. States keep 18% of the funds, as specified by statute, for statewide activities and allocate the remainder according to the same three-part formula to local service delivery areas. States are required to use 8% of their funds for state education coordination and grants that (among other things) provide school-to-work transition services. This set-aside (one of the set asides that constitute 18% of funds for state activities) must be equally matched by states. FY1998 federal funding (appropriations): $130 million.

Participation Data FY1997: 115,800 participants (est).

Table 1A. Selected Target Groups of Children: Education and Training

Program	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)
		Restricted to	Emphasis on	
Arts in education	school age	no	no	disability
Bilingual education	school age	no	no	limited proficiency in English
Charter schools	school age	no	yes	
Demonstrations of comprehensive school reform	school age	no	no	
Department of Defense Dependents' schools	school age	no	no	military dependents
Education block grants	school age	no	no	
Education for children with disabilities	infants, preschool & school age	no	no	disabled
Education for homeless children & youth	school age	no	yes	homeless
Educational technology	school age	no	yes	
Even start	1-7 years	no	yes	educationally disadvantaged
Gallaudet Univ: elementary & secondary schools	school age	no	no	disabled
Goals 2000	preschool & school age	no	no	
Immigrant education	school age	no	no	recent immigrant
Impact aid	school age	no	no	federally connected students
Indian education	school age	no	yes	Native American
Inexpensive book distribution	preschool & school age	yes	yes	
Job corps	adolescents	yes	yes	with disruptive home environments
JROTC	8th - 12th grade	no	no	good physical condition
Learn and serve America: K-12	school age	no	no	
Magnet schools assistance	school age	no	no	racial/ethnic minority
National Guard challeNGe grants	ages 16-18	no	no	high school drop-outs
Safe and drug-free schools & communities	school age	no	no	
School-to-work opportunities	school age	no	yes	secondary and postsecondary

Program	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)
		Restricted to	Emphasis on	
Secretary's fund for innovation in education	school age	no	no	
State agency migrant education	preschool & school age	no	yes	in migrant agricultural worker families
State agency neglected and delinquent education grants	school age	no	no	neglected or delinquent children and youth
Summer youth employment & training	adolescents	yes	yes	
Title I grants to local educational agencies	preschool & school age	no	yes	educationally disadvantaged
TRIO: Talent search and upward bound	adolescent & young adults	no	yes	first generation college goers
21st Century community learning centers	school age	no	yes	rural and inner-city schools
Vocational education: basic state grants	school age	no	yes	disabled, educationally disadvantaged, and delinquent
Vocational education: tech-prep education	school age	no	yes	must include 2 yrs. secondary/2 yrs. postsecondary
Welfare-to-work grants	Adolescents	yes	yes	young parents with work barriers and long welfare use
Welfare-to-work tax credit	Adolescents	yes	yes	welfare/food stamp recipients
Work opportunity tax credit	Adolescents	yes	yes	welfare/food stamp recipients, residing in empowerment zones or enterprise communities, disabled persons
Youthbuild	Adolescents	yes	yes	
Youth employment and training	Adolescents	yes	yes	

Table 2A. Participation: Education and Training

(in thousands)

Program	FY95	FY96	FY97	Represents data on
Arts in education	N/A	N/A	N/A	
Bilingual education	507	1,068	1,088	children
Charter schools	N/A	N/A	166	children
Demonstrations of comprehensive school reform	N/A	N/A	N/A	
Department of Defense dependents' schools	129	123	121	children
Education block grants	N/A	N/A	N/A	
Education for children with disabilities	6,153	6,315	6,555	infants, children with disabilities
Education for homeless children & youth	N/A	N/A	N/A	
Educational technology	N/A	N/A	N/A	
Even start	N/A	N/A	N/A	
Gallaudet Univ: elementary & secondary schools	1	1	1	children
Goals 2000	N/A	N/A	N/A	
Immigrant education	875	875	886	immigrant children
Impact aid	1,800	1,200	1,500	federally connected students
Indian education				
Indian Education Act, subpart 1	430	436	449	children
Indian educ., BIA school operations	48	49	50	children
Indian educ., Johnson O'Malley	272	272	272	children
Inexpensive book distribution	2,500	1,900	2,200	children
Job corps	69	67	65	adolescents and young adults
JROTC	304	357	380	adolescents
Learn and serve America: K-12	N/A	N/A	N/A	
Magnet schools assistance	N/A	N/A	N/A	
National guard challeNGe grants	3	3	3	program graduates
Safe and drug-free schools and communities	N/A	N/A	N/A	
School-to-work opportunities	N/A	N/A	N/A	
Secretary's fund for innovation in education	N/A	N/A	N/A	

Program	FY95	FY96	FY97	Represents data on
State agency migrant education	N/A	564	N/A	migrant children
State agency neglected and delinquent education grants	N/A	N/A	192	children
Star schools (telecommunications)				
Summer youth employment and training	495	411	493	adolescents and young adults
Title I grants to local educational agencies	6,700	9,300	10,100	children
TRIO: talent search and upward bound	347	343	377	adolescents and young adults
21st century community learning centers	N/A	N/A	N/A	
Vocational education: basic state grant	N/A	N/A	N/A	
Vocational education: tech-prep education	N/A	N/A	N/A	
Welfare-to-work grants	N/A	N/A	N/A	
Welfare-to-work tax credit	N/A	N/A	N/A	
Work opportunity tax credit	N/A	N/A	N/A	
Youthbuild	N/A	N/A	2	youth age 16-24
Youth employment and training	183	142	116	adolescents

Table 3A. Funding: Education and Training

Program	*Funding level ($ in millions)*			Funding data for	Represents funding for
	FY96	FY97	FY98		
Arts in education	9	9	11	appropriations	children
Bilingual education	178	262	354	appropriations	children
Charter schools	18	51	80	appropriations	children
Demonstrations of comprehensive school reform	N/A	N/A	120	appropriations	children
Department of Defense dependents' schools	1,149	1,199	1,124	appropriations	children
Education block grants	275	310	350	appropriations	children
Education for children with disabilities	3,000	3,784	4,525	appropriations	infants, children with disabilities
Education for homeless children & youth	23	25	29	appropriations	homeless children
Educational technology	78	305	584	appropriations	children
Even start	101	101	124	appropriations	children and families
Gallaudet Univ: elementary & secondary schools	18	27	25	appropriations	children
Goals 2000	340	476	466	appropriations	children
Immigrant education	50	100	150	appropriations	immigrant children
Impact aid	672	709	774	appropriations	federally connected children
Indian education	475	526	539		
Indian education act, subpart 1	(50)	(58)	(60)	appropriations	children
Indian educ., BIA school operations	(405)	(450)	(460)	appropriations	children
Indian educ., Johnson-O'Malley	(20)	(18)	(19)	appropriations	children
Inexpensive book distribution	10	10	12	appropriations	children
Job corps	1,094	1,154	1,246	appropriations	adolescents and young adults
JROTC	164	160	167	appropriations	adolescents
Learn and serve America: K-12[a]	43	43	43	appropriations	school-age and young adults
Magnet schools assistance	95	95	101	appropriations	children
National guard challeNGe grants	45	37	48	appropriations	adolescents
Safe and drug-free schools and communities	466	556	556	appropriations	children

Program	*Funding level ($ in millions)*			Funding data for	Represents funding for
	FY96	FY97	FY98		
School-to-work opportunities	350	400	400	appropriations	children and adults
Secretary's fund for innovation education	37	40	108	appropriations	children
State agency migrant education	306	306	306	appropriations	migrant children
State agency neglected and delinquent education grants	39	39	39	appropriations	children
Summer youth employment and training	625	871	871	appropriations	adolescents and young adults
Title I grants to local educational agencies	6,730	7,295	7,375	appropriations	children
TRIO: talent search and upward bound	269	281	212	appropriations	adolescents and young adults
21st Century community learning centers	1	1	40	appropriations	children and adults
Vocational education: basic state grants	963	1,005	1,010	appropriations	children & adults
Vocational education: tech-prep education	100	100	103	appropriations	children & adults
Welfare-to-work grants	N/A	N/A	1,500	appropriations	young parents
Welfare-to-work tax credit	N/A	N/A	10	tax expenditure	youth and adults
Work opportunity tax credit	N/A	110	275	tax expenditure	youth and adults
Youthbuild	20	40	35	appropriations	youth age 16-24
Youth employment and training	127	127	130	appropriations	adolescents

[a]Includes funding for higher education programs

Table 4A. Program Administration and Selected Funding Characteristics: Education and Training

Program	Federal/state/local administration	Entitlement status	State admin. cost cap	Indexation	Match requirement
Arts in education	ED/2 grantees	non entitlement			
Bilingual education	ED/LEAs	non entitlement			
Charter schools	ED/states/LEAs & various	non entitlement			
Demonstrations of comprehensive school reform	ED/states/LEAs	non entitlement	5%		
Department of Defense dependents' schools	DOD	non entitlement	N/A		N/A
Education block grants	ED/states/LEAs	non entitlement	15%		
Education for children with disabilities	ED/states/LEAs	non entitlement	5%		
Education for homeless children & youth	ED/states/LEAs	non entitlement	5%		
Educational technology	ED/various	non entitlement			yes
Even start	ED/states/LEAs	non entitlement			yes
Gallaudet Univ: elementary & secondary schools	ED/Gallaudet Univ.	non entitlement	N/A		
Goals 2000	ED/states/SEAs/LEAs				
Immigrant education	ED/states/LEAs	non entitlement			
Impact aid	ED/LEAs	non entitlement	N/A		
Indian education					
Indian education, subpart 1	ED/LEAs & tribes	non entitlement			
Indian education BIA school operations	Interior (BIA) & tribes	non entitlement			
Indian education Johnson O'Malley	Interior (BIA)/LEAs	non entitlement			
Inexpensive book distribution	ED/various	non entitlement	N/A		yes
Job corps	DOL/various	non entitlement	N/A		N/A
JROTC	DOD/school districts	non entitlement			yes
Learn and serve America: K-12	CNCS/states	non entitlement			yes
Magnet schools assistance	ED/LEAs	non entitlement			
National guard challeNGe grants	DOD/states	non entitlement			yes

Program	Federal/state/local administration	Entitlement status	State admin. cost cap	Indexation	Match requirement
Safe and drug-free school and communities	ED/states/agencies	non entitlement			
School-to-work opportunities	ED & DOL/states & agencies	non entitlement	10%		
Secretary's fund for innovation in education	ED	non entitlement	N/A.		
State agency migrant education	ED/states/LEAs	non entitlement			
State agency neglected and delinquent education	ED/states/agencies	non entitlement			
Summer youth employment and training	DOL/states/agencies	non entitlement			
Title I grants to local educational agencies	ED/states/LEAs	non entitlement	1% or $400,000		
TRIO: talent search and upward bound	ED/various	non entitlement			
21st Century community learning centers	ED/agencies	non entitlement			
Vocational education: basic state grants	ED/states/agencies	non entitlement			yes
Vocational education: tech-prep education	ED/various	non entitlement			
Welfare-to-work grants	DOL/states/agencies	entitlement to states	15%		yes
Welfare-to-work tax credit	DOL & IRS	entitlement	N/A		N/A
Work opportunity tax credit	DOL & IRS	entitlement	N/A		N/A
Youthbuild	HUD/agencies	non entitlement	N/A		
Youth employment and training	DOL/states/agencies	non entitlement	5%		yes

Table 5A. Committee Reporting Most Recent Legislation and Appropriations: Education and Training

Program	Senate committees		House committees	
	Authorizing committees	Appropriations subcommittees	Authorizing committees	Appropriations subcommittees
Arts in education	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Bilingual education	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Charter schools	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Demonstrations of comp. school reform	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Department of Defense dependents schools	Armed Services	Defense	National Security	National Security
Education block grants	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Education for children with disabilities	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Education for homeless children and youth	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Educational Technology	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Even start	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Gallaudet Univ: elem & sec. schools	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Goals 2000	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Immigrant education	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Impact Aid	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Indian education				
Indian education act, subpart 1	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Indian education, BIA school operations	Indian Affairs	Interior	Resources	Interior
Indian education, Johnson O'Malley	Indian Affairs	Interior	Resources	Interior
Inexpensive book distribution	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Job Corps	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
JROTC	Armed Services	Defense	National Security	National Security
Learn and serve America: K-12	HELP	VA/HUD	Educ & the Workforce	VA-HUD
Magnet schools assistance	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
National guard challeNGe grants	Armed Services	Defense	Armed Services	National Security

Program	Senate committees		House committees	
	Authorizing committees	Appropriations subcommittees	Authorizing committees	Appropriations subcommittees
Safe & drug free schools & communities	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
School-to-work opportunities	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Secretary's fund for innovation in education	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
State agency migrant education grants	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
State agency neglected & delinquent	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Summer youth employment and training	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Title I grants to local educational agents	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
TRIO: talent search and upward bound	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
21st Century community: learning centers	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Vocational education: basic state grants	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Vocational education: tech-prep education	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Welfare-to-work grants	Finance	N/A	Ways and Means	N/A
Welfare-to-work tax credit	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Work opportunity tax credit	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Youthbuild	Banking	VA/HUD	Banking	VA/HUD
Youth employment and training	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED

HEALTH

Childhood Immuniation

Authorization. Section 317(j)(1) of the Public Health Service Act; indefinite authorization.

Program Description. The Centers for Disease Control award grants to state and community health agencies to help them establish and maintain immunization programs for the control of vaccine-preventable childhood diseases, including measles, rubella, poliomyelitis, diphtheria, pertussis (whooping cough), tetanus, and mumps.

Grant funds may be used for costs of planning, organizing, and conducting immunization programs, and for the purchase of vaccine. Grant applicants may receive vaccine or personnel in lieu of cash under the program. The amount of assistance is determined by the Department of Health and Human Services and is based on need and the availability of funding.

Funding. State and local agencies may apply for project grant assistance to the appropriate regional office of the Department of Health and Human Services. FY1998 federal funding (appropriations): $407 million (for children and adults).

Participation Data. Participant data are not available.

Childhood Lead Poisoning Prevention

Authorization. Section 317A of the Public Health Service Act; authorization expired; funding continues to be provided under annual appropriations acts for the Departments of Labor, Health and Human Services, and Education.

Program Description. The Childhood Lead Poisoning Prevention program is a program of project grants to initiate and expand state and community-based lead poisoning prevention programs that: (1) screen large numbers of infants and young children and identify those with lead poisoning; (2) identify possible sources of lead exposure; (3) monitor medical and environmental management of lead poisoned children; (4) provide information on childhood lead poisoning, its prevention and management, to the public, health professionals, and policy-makers; and (5) encourage community action programs directed to the goal of eliminating childhood lead poisoning. Grant funds may not be spent for medical care and treatment or for environmental remediation of lead sources. The program is intended to serve areas with a high incidence of elevated blood lead levels in infants and children.

The program is administered by the Lead Poisoning Prevention Branch, Division of Environmental Hazards and Health Effects, National Center for Environmental Health and Injury Control, Centers for Disease Control.

Funding. Project grants are awarded to state health departments or other state health agencies or departments deemed most appropriate by the state to lead and coordinate the state's childhood lead poisoning prevention program, and to agencies of units of local government that serve jurisdictional populations greater than 500,000. The program has no matching requirements, but grant funds cannot supplant existing funding for childhood lead poisoning prevention programs or activities. FY1998 federal funding (appropriations): $38.2 million.

Participation Data. No participant data are available.

Children's Mental Health Services

Authorization. Section 565(f) of the Public Health Service Act. Authorization expired with the end of FY1997; funding continues to be provided under the authority of the appropriations acts for the Department of Labor, Health and Human Services, and Education.

Program Description. The Comprehensive Community Mental Health Services for Children and their Families program encourages the development of intensive community-based services for children with serious emotional disturbances and their families based on a multi-agency, multi-disciplinary approach involving both public and private sectors. The target populations for grants under this program are children and adolescents (under 22 years of age) with a diagnosable serious emotional, behavioral, or mental disorder that is expected to be present for at least one year. Funds are available to states and Indian tribes or tribal organizations to build upon previously developed infrastructure and provide an array of services required to meet the needs of the target populations. Funded service systems must include diagnosis and evaluation, outpatient care, emergency care, intensive home-based and day-treatment services, transitional and case management services, and respite care. Grants are limited to a total of 5 years, and grantees must develop sources of non-federal matching contributions that must increase over the term of the award from $1 for each $3 of federal funds in the first year to $2 for each $1 of federal funds in the final year.

Funding. FY1998 federal funding (appropriations): $72.9 million.

Participation Data. Since the inception of the program in 1993, over 25,000 children have been served by the program.

Civilian Health and Medical Program of the Department of Veterans' Affairs (CHAMPVA)

Authorization. Section 1713 of Title 38 U.S.C.; permanently authorized.

Program Description. Under this program, the Department of Veterans' Affairs (VA) helps pay for medical services and supplies for eligible dependents and survivors of certain veterans. Eligible persons include the spouse or child of a veteran who has a total and permanent service-connected disability, the surviving spouse or child of a veteran who died as the result of a service-connected disability (or who, at death had a total and permanent service-connected disability), and the surviving spouse or child of active military personnel who died in the line of duty (provided that the child is not otherwise eligible for health care through the Department of Defense). The program is administered by the VA, but care is generally provided through non-VA facilities.

Funding. The federal government and eligible beneficiaries share the cost of health care received under this program, similar to arrangements for dependents and survivors of active duty and retired members of the Armed Forces. The relative share of the costs paid by the government and the beneficiary vary depending upon the services received, the charges incurred, deductibles, and out-of-pocket catastrophic cost limits. Federal funding (obligations) for CHAMPVA in FY1997 amounted to $96.7 million. This reflects funding for services to adults and children.

Participation Data. In FY1996 (the latest year for which data are available), children and dependent adults comprised most of the 27,151 nonveteran applicants for VA medical services. The proportion of children among these applicants is not available.

Community Mental Health Services Block Grant

Authorization. Title XIX, Part B, Subpart I of the Public Health Service Act. Authorization expired with the end of FY1994; funding continues to be provided under the authority of the annual appropriations acts for the Departments of Labor, Health and Human Services, and Education.

Program Description. This grant program's objectives are to (1) provide financial assistance to states to enable them to carry out their plan for providing comprehensive community mental health services to adults with serious mental illness and to children with a serious emotional disturbance, (2) monitor progress in implementing comprehensive community-based mental health systems, and (3) provide technical assistance to states and the Mental Health Planning Council that will assist in planning and implementing comprehensive community-based mental health systems.

States receiving grants from the Department of Health and Human Services must provide care through appropriate and qualified community programs – which can include community mental health centers, child mental health programs, psycho-social rehabilitation programs, mental health peer-support programs, and mental health primary consumer-directed programs. Funds may not be used to provide inpatient services, and not more than 5% of grant funds can be used for administration. States also must maintain a level of spending on mental health programs at least as high as the average spending for two years preceding the block grant year.

Funding. The block grant is allocated according to a formula, and allotments to states are based on certain weighted population factors and total taxable resources, with prescribed minimum state allocations. FY1998 federal funding (appropriations): $275.4 million (for persons of all ages).

Participation Data. Participant data are not available.

Drug-free Communitie

Authorization. Section 1532 of the Drug-Free Communities Act; authorized through FY2002.

Program Description. The Drug-free Communities Program supports communities in the development and implementation of comprehensive, long-term plans and programs to prevent and treat substance abuse among youth. Funds are awarded by the Office of National Drug Control Policy (ONDCP), which advises the President on national and international drub control policies and strategies, and works to ensure coordination of drug-control programs among federal agencies. ONDCP awards grants to community coalitions with representatives from one or more of the following groups: youth, parents, businesses, media, schools, youth-serving organizations, law enforcement, religious or fraternal organizations, civic groups, health care professionals, and state, local, or tribal government agencies; other organizations also can be awarded grants. In carrying out the program, the ONDCP (1) chooses grantees and awards grants and (2) provides for technical assistance and training, data collection, and dissemination of information on state-of-the-art practices determined to be effective in reducing substance abuse.

Funding. FY1998 federal funding (appropriations): $10 million.

ParticipationData. Participant data are not available.

Family Planning

Authorization. Title X of the Public Health Service Act. Authorization expired in FY1985; funding continues to be provided under the authority of the annual appropriations acts for the Departments of Labor, Health and Human Services, and Education.

Program Description. The Title X program provides support for family planning clinics, training of family planning personnel, and development and dissemination of family planning and population growth information to all persons desiring such information.

Title X grants are awarded by the Office of Population Affairs, Office of Public Health and Science, of the Department of Health and Human Services (DHHS), to state health departments, hospitals, universities, and other public and nonprofit agencies that support organizations and clinics providing services. Participating clinics are required to offer a broad range of acceptable and effective methods and services to all persons desiring such services—including natural family planning methods, nondirective counseling services, physical examinations (including cancer detection and laboratory tests), infertility services, pregnancy tests, contraceptive supplies, periodic follow-up examinations, referral to and from other social and medical service agencies, and ancillary services. In addition, research grants have been made for an initiative to support male-oriented organizations in developing, implementing, and testing approaches that involve young men in family planning and reproductive health service programs.

There is no statutorily mandated target population under the Title X program, although regulations require that priority in the provision of clinic services be given to persons from low-income families. Clinics must provide services free of charge to low-income persons, who are defined by federal regulation as persons whose income does not exceed 100% of the federal poverty guidelines.

Funding. Grants and contracts are available to public and nonprofit private entities to establish and operate family planning clinics. The Office of Family Planning allocates funds to the regional DHHS offices which then determine which family planning projects will be funded. No specific matching requirements exist for these grants, but federal regulations specify that no family planning clinic project grant may be fully supported by Title X funds. FY1998 federal funding (appropriations): $203.45 million (for persons of all ages).

Participation Data. FY1997: 4.5 million persons (est.); the Office of Family Planning estimates that approximately one-third of all clients served at Title X program clinics are adolescents.

Federal Employees Health Benefits

Authorization. Chapter 89 of 5 U.S.C.; permanently authorized.

Program Description. The Federal Employees Health Benefits Program (FEHBP) provides voluntary health insurance coverage for federal employees, annuitants, and their dependents—including unmarried children under age 22 and disabled children of any age who are incapable of self-support (if the impairment existed before age 22). Administered by the federal Office of Personnel Management (OPM), the FEHBP is the largest employer-sponsored health plan in the United States, covering nearly 9 million persons. Under the program, employees and annuitants are offered a choice of different health plans which have varying levels of benefits and premiums. The benefits and premiums for each of the offered plans are established annually through negotiations between OPM and the plan sponsors.

Funding. The FEHBP is financed by premium payments, which are contributed to by the federal government and enrolled employees and annuitants. Under current law, the federal government's share of the premium cost is 72% of the weighted average of premium rates. The federal contribution for any particular plan cannot exceed 75% of the plan's premium. Enrollees pay the remainder of the premium cost, generally through deductions from employee paychecks or annuities. All premium contributions are deposited in a FEHBP trust fund, which is used for plan expenses, OPM's administrative costs, and contingency reserves. Estimated FY1998 federal funding (outlays): $17.2 billion (including premium payments from enrollees and the Postal Service).

Participation Data. As of September 1998, there were 4.6 million dependent enrollees, including both spouses and dependent children.

Health Centers

Authorization. Section 330 of the Public Health Service Act; authorized through FY2001.

Program Description. The 1996 Health Centers Consolidation Act, consolidated federal support for community health centers, migrant health centers, health centers for the homeless, and health centers for residents of public housing. The programs had historically received separate funding. The health centers program is administered by the Bureau of Primary Health Care in the Health Resources and Services Administration of Department of Health and Human Services.

Federal grants are made to public or nonprofit private organizations to plan and develop, or operate health centers in communities or areas designated as medically underserved. Each health center provides: primary health services, including physician and nurse services; diagnostic laboratory and radiologic services; preventive services; emergency medical services; transportation services, preventive dental services; and pharmaceutical services. As appropriate for the area, a center may provide supplemental health services which may include mental health services, health education, or other services. Migrant health centers serve migratory farm workers; health centers for the homeless provide services to homeless individuals; and health centers for residents of public housing seek to improve the health status of the residents.

Funding. Grant funds are awarded to public and nonprofit entities which operate the health centers. The level of federal grant support is based on the difference between a center's operating costs and anticipated revenues from private and public payers of health care services, such as Medicare, Medicaid, and private insurers. Federal grant funds are estimated to provide less than one-half the operating costs of health centers. Centers also collect fees from certain individuals for services they receive. Individuals who have incomes under the federal poverty level and no insurance coverage may receive services free of charge. For others fees are charged according to sliding fee scales based on income and family size. In addition, health centers may receive some support from state and local governments, or from philanthropic organizations.

In FY1997, 746 organizations received grants to provide health services at over 3,000 sites. FY1998 federal funding (appropriations): $826 million, for services to persons of all ages.

Participation Data. In FY1997, approximately 4.1 million participants were children aged 0-19 years.

Healthy Start

Authorization. No specific authorization; funds appropriated annually under the authority of the appropriations acts for the Departments of Labor, Health and Human Services, and Education.

Program Description Phase I of the Healthy Start initiative began in 1991 and provided grants to 15 urban and rural communities with exceptionally high infant mortality rates. This demonstration program is intended to fund new and innovative ways of delivering care to pregnant women and infants with the goal of reducing infant mortality, and seven special projects were provided 2-year grants in October 1994 to accelerate the implementation of innovative strategies. Phase II began in September 1997 to support 62 urban and rural communities with infant mortality rates greater than 1.5 times the national average. Planning grants have been made to an additional 14 communities with severe needs for assistance for infant mortality reduction. The program is administered by the Maternal and Child Health Bureau in the Health Resources and Services Administration of the Department of Health and Human Services.

Healthy Start communities are expected to ensure access to a comprehensive package of family planning counseling, pregnancy testing, prenatal care, pediatric care for infants, and social services. The grantees are expected to demonstrate effective techniques that can be applied in other communities. Other services appropriate to a community's needs may include outreach, home visits, child care, transportation, dental care, nutrition counseling, mental health, and substance abuse services. There are no federal eligibility requirements for participation in healthy start projects.

Funding. From appropriated funds, federal grants are awarded based on the applicant's plans and, in part, on the level of community commitment to the project and involvement with local providers of health care and public health services. FY1998 federal funding (appropriations): $95.9 million.

Participation Data Participant data are not available.

HIV Care Grants

Authorization. Title I and Title II of the Ryan White CARE Act Amendments of 1996 (Sections 2601 and 2611, respectively, of the Public Health Service Act); authorized through FY2001.

Program Description. Title I of the Ryan White CARE Act provides for emergency formula grants to eligible metropolitan areas to assist them with care for persons with AIDS, along with supplemental grants to disproportionately affected areas. Areas are eligible for grants if: (a) they have a cumulative total of more than 2,000 cases of AIDS for the most recent 5-year period; (b) the Centers for Disease Control (CDC) confirm the reported cases; and (c) the area has a population of at least 500,000 individuals. Grants are made to the chief elected official of an eligible area for direct financial assistance to entities delivering outpatient and ambulatory services to the greatest number of persons with AIDS in the area. The official must establish an HIV Health Services Planning Council which sets priorities for care delivery in accord with federal guidelines.

Title II of the Ryan White CARE Act provides for formula grants to states for comprehensive care services to prevent deterioration of health in individuals with human immunodeficiency virus (HIV) disease. The grants may be used for: home and community-based health care and support services, continuation of health insurance coverage, pharmaceutical treatments, HIV care consortia, and direct health and support services. Pharmaceutical treatments are provided through state AIDS drug assistance programs (ADAPs).

Each eligible area and state is required to provide support services for women, infants and children, using a portion of its allocated funds based on the ratio of women, infants, and children with AIDS in the eligible area compared to the number of individuals with AIDS in the general population. The program is administered by the HIV/AIDS Bureau in the Health Resources and Services Administration of Department of Health and Human Services.

Funding. Half of Title I funds are allocated by a weighted state formula that estimates living AIDS cases over a 10-year period, and the remainder is distributed to those areas whose applications demonstrate severe need for supplemental aid.

Title II funds are allocated to states based on a formula that calculates two distribution factors: the state factor, based on living AIDS case counts; and the non-eligible metropolitan area factor, based on living AIDS case counts for areas within the state but outside of Title I eligible areas. Special funds were earmarked for state ADAPs starting in FY1996 because of the increasing costs of providing combination drug therapy treatments for individuals with HIV. States with more than one percent of the total AIDS cases reported nationally during the previous 2 years must contribute their own resources to match the federal grant. The matching requirement ranges from $1 for each $5 of federal funds received in the first grant year to $1 for each $2 of federal funds after the fourth grant year. Non-federal contributions may be in cash or in-kind. FY1998 federal funding (appropriations): $1,007,000,000.

Participation Data Participant data are not available.

Indian Health Service

Authorization. Snyder Act of 1921; permanently authorized.

Program Description. The Snyder Act authorizes appropriations for certain services for Indians – including services for the "relief of distress and conservation of health of Indians." The Indian Health Care Improvement Act of 1976 authorized additional funds for specific programs – including health manpower development, health services, health facilities, and urban health services for Indians. At the federal level, the Indian Health Service (IHS) of the Department of Health and Human Services administers Indian health programs supported under these laws.

The IHS provides a comprehensive range of health care services through a system of more than 500 direct health care delivery facilities – including 49 hospitals, more than 180 health centers, eight school health centers, and 307 health stations, satellite clinics, and Alaska village clinics. The range of services include traditional inpatient and ambulatory care and extensive preventive care (including health promotion and disease prevention activities). In addition to providing general health services, the program focuses on such special problems as maternal and child health, fetal alcohol syndrome, diabetes, alcoholism and mental health, emergency medical services, environmental health and sanitation, hepatitis B, and dental health.

Persons eligible for IHS services include those of Indian or Alaskan Native descent who reside within an IHS health service delivery area and: (1) are members of a federally recognized tribe or (2) are not members of a federally recognized tribe but are the natural minor children (18 years or younger) of a member. The program services federal reservations, Indian communities in Oklahoma and California, and Indian, Eskimo, and Aleut communities in Alaska. Under the Indian Health Care Improvement Act authority, the IHS contracts with urban Indian organizations operating 34 sites in cities throughout the country to make health services more accessible to the urban Indian population.

Funding. The IHS allocates appropriations among its area offices based on the amounts of funds area programs spent in the previous fiscal year, current program expenditure estimates, and service area funding priorities. Area offices distribute funds to hospitals, clinics, and other providers of health care services based on these same factors. The IHS also contracts with tribal health organizations, as well as private and public facilities, to supplement its direct health care delivery system. FY1998 federal funding for IHS-supported services to all persons (appropriations): $2.099 billion.

Participation Data. In FY1998, an estimated 626,000 children under the age of 20 received health services through the IHS.

Knowledge Development and Application (KDA) Grants

Authorization. Section 501 of the Public Health Service Act; indefinite authorization.

Program Description Knowledge Development and Application (KDA) grants are administered through three centers of the Department of Health and Human Services' Substance Abuse and Mental Health Services Administration (SAMHSA): (1) the Center for Mental Health Services (CMHS), (2) the Center for Substance Abuse Prevention (CSAP), and (3) the Center for Substance Abuse Treatment (CSAT). KDA grants provide funding for substance abuse and mental health services and, more importantly, research related to providing these services.

In addition to providing services, the KDA approach is designed to identify mental health and substance abuse policy and service delivery questions and problems of national concern, provide relevant research findings, and ensure that information learned is used to improve state-of-the-art practices at the state and community levels. KDA programs are undertaken in actual service settings, rather than in specially created and controlled environments.

The KDA grant program, initiated in FY1996, has replaced SAMHSA's center-specific demonstration grants (these grants are being phased out). The following are some the high priority KDA activities that address children's health needs:

- Starting Early/Starting Smart activities (CMHS, CSAP, and CSAT)—where integrated services are provided to children (age 0-7 years) and their families in primary health care and school-based settings;
- State Incentive Grants (CSAP)—a component of the Youth Substance Abuse Prevention Initiative where grants encourage the development of state-level comprehensive substance abuse prevention strategies that consider all prevention resources available to the state;
- Homeless Families with Children activities (CMHS)—provide treatment, housing support, and related services to families whose adult family members have psychiatric and/or substance abuse problems;
- Circles of Care initiatives (CMHS in cooperation with the Indian Health Service)—designing and assessing service system models for Indian and Alaskan native children and their families; and
- Cooperative agreements for a multi-site study of the effectiveness of treatment for marijuana-dependent youth (CSAT).

Funding. FY1998 federal funding (appropriations): $364.8 million (for all activities).

Participation Data Participant data are not available.

Maternal and Child Health Services Block Grant

Authorization. Title V of the Social Security Act; permanently authorized.

Program Description. The Maternal and Child Health (MCH) services block grant funds health services to mothers and children, particularly those with low income or limited access to health services. The purposes of the block grant include reducing infant mortality, reducing the incidence of preventable disease and handicapping conditions among children, and increasing the availability of prenatal, delivery, and postpartum care to low-income mothers. MCH grants are administered by the Maternal and Child Health Bureau in the Health Resources and Services Administration of the Department of Health and Human Services.

States are required to use 30% of their block grant for preventive and primary care services for children, 30% for services for children with special health care needs, and 40% at the states' discretion for services for either of these groups or for other appropriate maternal and child health activities. These services may include prenatal care, well-child care, immunizations, vision and hearing screening, dental care, and family planning. They may also include inpatient services for children with special health care needs, screening for lead-based poisoning, or counseling services for parents of sudden infant death syndrome victims.

Individual eligibility criteria are set by the states. States are allowed to charge for services provided; however, mothers and children whose incomes fall below the federal poverty income guidelines may not be charged for services.

Funding. Eighty-five percent of the MCH block grant appropriation up to $600 million is allotted among the states. Each state's individual allotment is based on: (1) the proportion of total funding it received in FY1981 for certain categorical programs that were consolidated under the block grant beginning in 1982, and (2) the number of low-income children in the state. States also receive 85% of the appropriation above $600 million, after a set-aside is made for a "community integrated services systems" program (CISS). States must contribute $3 of their own funds for each $4 in federal funds. Not more than 10% of grant funds may be used for administrative expenses. In addition, states are required to maintain at least the state's 1989 level of funding for maternal and child health programs.

The set aside for special projects of regional and national significance (SPRANS)—15% of the amount appropriated for the MCH block grant up to $600 million and 15% of the amount that remains after CISS funds are set-aside—is used to expand and develop other programs. SPRANS funds may be used for training and research for maternal and child health and for children with special health care needs, genetic disease and hemophilia projects, screening of newborns for sickle cell anemia and other genetic disorders, and for follow-up services. CISS funds may be used for primary care services, community-based services, and for community-based service networks and case management services for children with special health care needs. FY1998 federal funding (appropriations): $683 million for children and adults.

Participation Data. FY1996: approximately 14.3 million infants, children (including adolescents), and children with special health care needs.

Medicaid

Authorization. Title XIX of the Social Security Act; permanently authorized.

Program Description Medicaid is a federal-state matching program funding medical assistance for persons who meet specific age, income, family structure, and disability criteria. In general, eligible individuals are low-income and include the aged, blind, and disabled, members of families with dependent children, and certain pregnant women and children. At the federal level, the program is administered by the Health Care Financing Administration of the Department of Health and Human Services (DHHS). Each State designs and administers its own program within broad federal guidelines. As a result, there is substantial variation among states in groups covered, services offered, reimbursement policies, and delivery systems employed to provide health care.

Eligibility for Medicaid benefits has traditionally been linked to actual or potential receipt of cash assistance under either of two programs: (1) the Supplemental Security Income (SSI) program of assistance for aged, blind, and disabled persons (including blind or otherwise disabled children) and (2) the Aid to Families with Dependent Children (AFDC) program (now replaced by assistance provided under Temporary Assistance for Needy Families (TANF) block grants to states).

Elderly, blind, and disabled SSI recipients (including blind or otherwise disabled children) are covered by Medicaid—although the rules governing the eligibility of disabled children are generally more restrictive for applicants after August 1996 than for those who were on the SSI rolls as of August 22, 1996. In the case of AFDC/TANF families, *new eligibles* must meet state-established AFDC income and resource standards in effect on July 16, 1996, and families meeting AFDC eligibility criteria prior to August 1996 generally *remain eligible* for Medicaid.

Transitional or extended benefits are available to families who lose Medicaid eligibility due to increased earnings or child support payments. Pregnant women who are not heads of households and children are exempt from TANF work requirements and retain their Medicaid eligibility. States have the option of continuing Medicaid eligibility for child beneficiaries for up to 12 months without an eligibility redetermination and also are allowed to extend "presumptive" Medicaid eligibility to children under 19 years of age until formal determinations are completed.

Some children and pregnant women are eligible for Medicaid due solely to their poverty status. All states *must* cover pregnant women and children to age 6 in families with incomes up to 133% of the annually indexed federal poverty level (FPL). States *may* cover pregnant women and infants with household income up to 185% of the FPL. Medicaid eligibility for older children is being phased in: by 2002, states *must* cover children to age 19, born after September 30, 1983, in families with incomes under 100% of the FPL. In 1998, that group included children ages 6 through 14 years. Coverage for poor pregnant women is limited to services related to the pregnancy and complications of pregnancy. Eligibility for these women extends to 60 days after termination of the pregnancy. Poor children receive full Medicaid benefits.

States also may establish "medically needy" programs under Medicaid. To qualify for Medicaid through medically needy provisions, individuals must meet Medicaid's non-financial standards, but not the income and resource requirements for cash welfare programs (e.g., TANF or SSI). States may establish higher income or resource standards for the medically needy. Individuals may also "spend down" to the medically needy income standard by incurring medical expenses to reduce assets and income below the financial standards.

A state may set its separate medically needy income standard for a family of a given size at any level up to 133% of the maximum payment for a similar family under the state's AFDC program in place on July 16, 1996, and it may limit the groups eligible for medically needy coverage. But, if states implement a medically needy program, they must include all children under 18 who would qualify under one of the mandatory categorically needy groups, and all pregnant women who would qualify under either a mandatory or optional group, if their income or resources are lower.

In addition to groups that states *must* cover, there are other groups that states *may* cover. States may extend Medicaid coverage to children age 18, 19, 20 or 21 whose income and resources do not exceed the state's AFDC eligibility thresholds. Also, states may cover disabled children who are not in an institution but who would be eligible if they were in an institution.

For children who are not receiving cash assistance, some states are extending coverage under a special provision of the Social Security Act that specifies that less restrictive income and resource methodologies may be used in determining eligibility of pregnant women and children. These financial standards can not be more restrictive than that used under the most closely related category (for children, this is usually the AFDC/TANF-related category). By using more liberal methodologies than would otherwise be applied, states may make children eligible for Medicaid even though their household income is higher than the federal eligibility standard.

Federally required Medicaid benefits for categorically needy enrollees (i.e., those people who fall into certain groups or categories based on their age, family structure, and/or disability) include inpatient and outpatient hospital services; laboratory and x-ray services; medical and surgical dental services; nursing facility services for individuals ages 21 or older; home health services; family planning services and supplies; rural health clinic services; physician services; certified nurse midwife services; nurse practitioner services; services of federally qualified health centers; and, early and periodic screening, diagnostic and treatment (EPSDT) services for individuals under age 21 (described further below).

Under medically needy programs, states must provide a minimum benefit package that includes: prenatal care and delivery services; ambulatory services to individuals under age 18 and persons entitled to institutional care; home health services to individuals entitled to nursing facility services; and other selected services depending on coverage of institutional care.

States may choose to provide a wide range of optional services that qualify for federal funding. Among the more common, important optional benefits for children are other clinic services, prescription drugs and intermediate care facilities for the mentally retarded (ICF-MR).

Mandatory EPSDT benefits for Medicaid-enrolled children under 21 include periodic health screenings (e.g., well-child visits), including dental, vision and hearing screens, as well as age-appropriate immunizations, laboratory tests, and health education. Services necessary to further diagnosis and treat conditions identified during basic screenings must be provided, even if those additional services are not covered in the state's Medicaid plan. Each state also must develop an outreach program to inform eligible beneficiaries that EPSDT services are available and assist in scheduling and transportation.

Funding. On average, the federal government pays 57% of total Medicaid costs. The federal share of Medicaid is tied to a formula which is inversely related to the per capita income of each State. Current federal matching rates for direct services range from 50% to 77%. For administrative expenses, the federal matching rate generally is 50%. For FY1998 estimated federal funding (outlays) for Medicaid were $104.4 billion (for adults and children). Per-beneficiary spending data from FY1997, indicate that, for that year, Medicaid spending for non-disabled children beneficiaries under 21 was roughly $22 billion (or 23% of total spending on children and adults).

Participation Data. Out of 40.4 million Medicaid enrollees in FY1997, about 50%, or 20.2 million were non-disabled children under 21.

Military Health Care Services

Authorization. 10 U.S.C. 1071 et seq.; permanently authorized.

Program Description. Dependents of military personnel and retirees may receive health care from various Department of Defense (DoD) programs. Care is available to dependents at military treatment facilities (MTF). Dependents of active duty personnel are *entitled* to this care on a space- or service-available basis. Retirees and their dependents are not entitled to this care, but may receive it on a space- or service-available basis.

In an effort to control cost growth, DoD has instituted a TRICARE program to provide military health care services. TRICARE is composed of three parts: (1) a health maintenance organization (HMO) known as TRICARE Prime, where an MTF serves as the base for care, (2) a preferred provider organization (PPO) called Tricare Extra, (3) a fee-for-service plan called TRICARE Standard (formerly known as the Civilian Health and Medical Program of the Uniformed Services, or CHAMPUS).

Funding. TRICARE costs to beneficiaries vary on the basis of a number of factors – including the TRICARE option selected, the member's status (active or retired), the type of care received (inpatient vs. outpatient), and any applicable catastrophic cost caps. Federal costs vary by these factors and where and how care is provided. FY1998 estimated federal funding (obligations): $15.747 billion for services to persons of all ages.

Participation Data. Approximately 8.2 million adults and children were eligible in FY1997 to receive care from DoD-sponsored programs. No data are available on the number who actually received services.

Preventive Health and Health Services Block Grant

Authorization. Title XIX, Part A of the Public Health Service Act; authorization expired; appropriated funding under the authority of annual appropriations acts for the Departments of Labor, Health and Human Services, and Education (Labor/HHS/ED).

Program Description. The Preventive Health and Health Services Block Grant funds grants to state governments for preventive health and health services programs and activities. States may use allotments under this block grant for:

- rodent control programs;
- community- and school-based fluoridation programs;
- detection and prevention of hypertension;
- health education and risk reduction programs, including activities designed to deter smoking and the use of alcoholic beverages among children and adolescents;
- comprehensive public health services;
- emergency medical services systems;
- home health services;
- rape crisis and prevention services;
- immunization services;
- serum cholesterol control projects;
- programs to reduce the incidence of chronic diseases; and
- preventive programs for screening, diagnosis, and treatment compliance related to uterine and breast cancer.

Eligibility requirements, when appropriate, are determined by states. The block grant is administered by the Centers for Disease Control and Prevention of the Department of Health and Human Services.

Funding. Except for a special allotment for rape crisis programs, each state's allotment is based on the proportion of total funding it received in FY1981 under the former programs that were consolidated into this block grant. The rape crisis allotment, which by law must total $7 million out of the total block grant appropriation, is distributed to states on the basis of population. FY1998 federal funding (appropriations): $195 million (for services to all persons).

Participation Data Participant data are not available.

State Children's Health Insurance Program (S-CHIP)

Authorization. The Balanced Budget Act of 1997 (P.L. 105-33), as amended by amendments in P.L. 105-100 and P.L. 105-174, included provisions establishing the State Children's Health Insurance Program (S-CHIP) under a new Title XXI of the Social Security Act; authorized through FY2007.

Program Description. The State Children's Health Insurance program is a federal-state matching program designed to expand health coverage to uninsured children who either: (1) live in families with income below 200% of the federal poverty level, or (2) live in families to whose income is within 150% of the state's current Medicaid income eligibility limit for children. States can use the federal funds to expand coverage either through their existing Medicaid programs, through a separate state health insurance program that meets specific standards for benefits and cost-sharing, or through a combination of both. States that choose to operate a separate state program can offer one of three existing benefit packages or can use an actuarially equivalent package, but must, at a minimum, provide coverage for hospital, physician, laboratory and x-ray, and well baby/well child services. States choosing the separate state plan option may also establish eligibility based on geographic area, age, income and resources, residency, and disability status and limit the duration of coverage. To the extent that states use the Medicaid option, children are entitled to full Medicaid coverage; Medicaid covers a full range of medical services that might be needed by children.

At the federal level the program is administered by the Health Care Financing Administration of the Department of Health and Human Services.

Funding. Annual federal allocations to states are based on each state's share of low-income children and low-income uninsured children. Each state receives from the federal government a certain percentage (an "enhanced" federal matching percentage) of the total amount the state paid for child health assistance. The enhanced federal matching percentage for state child health programs equals the regular Medicaid matching percentage for each state increased by about 30%. To receive federal funds, states must put up matching funds that equal the percentage difference between the total amount the state paid and their enhanced federal matching percentage. Federal matching funds are disbursed quarterly to each state with an approved child health assistance plan. The program is authorized to match state spending for child health insurance initiatives up to a total of $20.27 billion for the FY1998 to FY2002 period. For FY1998, a total of $4.295 billion dollars in federal funds was available to states providing their matching contribution.

Participation Data. Participant data are not available.

Substance Abuse Prevention and Treatment (SAPT) Block Grant

Authorization. Title XIX Part B, Subpart II of the Public Health Service Act; authorization expired at the end of FY1994, but funds have continued to be appropriated under the authority of the annual appropriations acts for the Departments of Labor, Health and Human Services, and Education.

Program Description The SAPT block grant, administered by the Center for Substance Abuse Treatment (CSAT) of the Department of Health and Human Services, is the primary tool the federal government uses to support state alcohol and substance abuse prevention and treatment programs. The block grant provides support for community-based education, counseling, and other services seen as needed by states. Funds go directly to states, which have broad discretion as to how to use them within general federal guidelines; but states may not use more than 5% of their grant for administration.

States are required to spend 35% of their grant for alcohol prevention and treatment activities, 35% for drug prevention and treatment activities, and 20% to provide primary prevention services to at-risk populations. Due to the rising incidence of tuberculosis (TB), substance abuse programs supported under the block grant are required to provide TB services to individuals in their programs. Because of the high numbers of substance abusers who are HIV (human immunodeficiency virus) positive, states with more than 10 cases of acquired immune deficiency syndrome (AIDS) per 100,000 persons must set aside at least 2% of their grant for outpatient HIV/AIDS services (including the routine offering of counseling and testing and dispensing certain treatment drugs).

States may not use grant funds to provide inpatient services, except when medically necessary for substance abuse treatment and when these services cannot be provided otherwise in the community. In addition, block grant funds may not be used to provide financial assistance to any entity other than a public or private nonprofit entity, and states must spend at least as much as they spent, in FY1994, to furnish and improve treatment services to pregnant women and women with dependent children.

Funding. Funds are allocated to states under a formula reflecting several factors: state personal income, state financial resources, state population, and the cost of providing services in each state. To receive their full block grant allocation, states must have a law providing that it is unlawful for any manufacturer, retailer, or distributor to sell tobacco products to those under 18 years of age; states also must have a mechanism for measuring compliance with the law and for reducing non-compliance to specified levels. FY1998 federal funding (appropriations): $1.31 billion (for services to persons of all ages).

Participation Data. By the most recent count, the SAPT block grant supports publicly funded substance abuse treatment services for 3.8 million clients; no data on the number of children/youth served are available.

Tax Deduction for Medical Expenses

Authorization. Section 213 of the Internal Revenue Code; permanently authorized.

Program Description. In determining their federal income tax liability, taxpayers may deduct unreimbursed medical expenses for themselves, their spouse, and dependents that exceed 7.5% of their adjusted gross income (AGI). The deduction is restricted to taxpayers who itemize deductions instead of taking the standard deduction. Together, the AGI limit and requirement to itemize prevent most taxpayers from claiming the deduction given their current income and medical expenditures. Nonetheless, the deduction, which is administered by the Internal Revenue Service of the Treasury Department, provides some tax relief to families that have large medical bills.

Among other things, the deduction is allowed for expenses incurred for the "diagnosis, cure, mitigation, treatment, or prevention of disease, or for the purpose of affecting any structure or function of the body." It also is allowed for payments made for insurance, for transportation and lodging to obtain medical care, and for qualified long-term care services. Cosmetic surgery is not covered except in cases of congenital abnormality, personal injury, or disfiguring disease.

Funding. The exclusion is part of the federal income tax formula. No direct funding is provided. FY1998 federal funding revenue loss attributable to this deduction (including long-term care expenses) was estimated to be $4.4 billion.

Participation Data. In 1995, about 5.4 million individual income tax returns claimed the medical expense deduction (4.5% of all individual tax returns). Information is not available on how many returns were for families with children or the extent to which the deduction was attributable to expenditures for children.

BEST COPY AVAILABLE

Tax Exclusion for Employer Contributions for Medical Care and Health Insurance Premiums

Authorization. Sections 105 and 106 of the Internal Revenue Code; permanently authorized.

Program Description. In determining their federal income tax liability, taxpayers may exclude the value of employer contributions for medical care and for accident and health insurance premiums; they may also exclude any benefits (services and reimbursements) they receive from these plans. The exclusions, administered by the Internal Revenue Service of the Treasury Department, apply to health benefits funded through "cafeteria plans" and "flexible spending accounts" as well. Self-employed taxpayers may deduct 60% of their health insurance premiums (in tax year 1999) to receive an analogous if more limited tax reduction; the deduction is scheduled to increase to 70% in 2002 and 100% for 2003 and thereafter. The exclusions and the deduction apply to coverage not only for the worker but also a spouse and dependents; they reduce the effective cost of health plans, enabling more families to obtain insurance and have comprehensive coverage. There is no dollar limit on qualifying coverage and no income eligibility restrictions. However, if a self-insured plan (a plan in which the employer pays health care claims directly out of its own income or assets) discriminates in favor of highly-compensated employees, a portion of the benefits they receive may be taxable.

Funding. The exclusion is part of the federal income tax formula. No direct funding is provided. FY1998 federal funding revenue loss attributable to this exclusion (including premiums for long-term care insurance) was estimated to be $51.4 billion.

Participation Data. In 1997, 47.9 million children age 18 and under (63% of the total number of children 18 and under) were insured through employment-based plans.

Table 1B. Selected Target Groups of Children: Health

Program	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)
		Restricted to	Emphasis on	
Childhood immunization	preschool	no	no	
Childhood lead poisoning prevention	young children	no	no	
Children's mental health services	all ages	no	no	children with serious emotional disturbances
Civilian health and medical program of the VA (CHAMPVA)	all ages	no	no	survivors & dependents of veterans
Community mental health services block grant	all ages	no	no	children with serious emotional disturbances
Drug-free communities	adolescents	no	no	
Family planning	adolescents	no	yes	
Federal employees health benefits	all ages	no	no	dependents of federal employees & retirees
Health centers	all ages	no	yes	in medically underserved areas
Healthy start	infants	no	yes	
HIV care grants	all ages	no	no	
Indian health service	all ages	no	yes	Native American
Knowledge development and application (KDA) grants	all ages	no	no	children/families with drug-related problems
Maternal and child health services block	young children	no	yes	with limited access to health services
Medicaid	all ages	yes	yes	special provisions for disabled
Military health care services	all ages	no	no	
Preventive health and health services block grant	all ages	no	no	
State children's health insurance program (S-CHIP)	up to 19	yes	yes	children whose family income exceeds(within limits) the Medicaid income eligibility standards
Substance abuse prevention and treatment block grant	all ages	no	no	with alcohol and/or drug related problems

Program	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)
		Restricted to	Emphasis on	
Tax deduction for medical expenses	all ages	no	no	tax deduction for medical expenses
Tax exclusion for employer provided health benefits	all ages	no	no	

Table 2B. Participation: Health

(in thousands)

Program	FY95	FY96	FY97	Represents data on
Childhood immunization	N/A	N/A	N/A	
Childhood lead poisoning prevention	N/A	N/A	N/A	
Children's mental health service program	N/A	N/A	N/A	
Civilian health and medical program of the VA (CHAMPVA)	N/A	N/A	N/A	
Community mental health services block grant	N/A	N/A	N/A	
Drug-free communities	N/A	N/A	N/A	
Family planning	4,300	4,300	4,500	adolescents and adults
Federal employees health benefits	4,600	4,600	4,600	dependent children and adults
Health centers	8,100	8,100	8,100	children and adults
Healthy start	N/A	N/A	N/A	
HIV care grants	N/A	N/A	N/A	
Indian health service	592	602	614	children
Knowledge development and application (KDA) grants	N/A	N/A	N/A	
Maternal and child health services block	12,200	14,300	N/A	children
Medicaid	16,600	20,800	20,200	non-disabled children under 21
Military health care services	8,363	8,214	8,192	eligible children and adults
Preventive health and health services block	N/A	N/A	N/A	
State children's health insurance program (S-CHIP)	N/A	N/A	N/A	
Substance abuse prevention and treatment block grant	N/A	N/A	N/A	
Tax deduction for medical expenses	N/A	N/A	N/A	
Tax exclusion for employer provided health benefits	N/A	N/A	N/A	

Table 3B. Funding: Health

Program	Funding level ($ in millions)			Funding data for	Represents funding for
	FY96	FY97	FY98		
Childhood immunization	467	467	407	appropriations	children
Childhood lead poisoning prevention	36	38	38	appropriations	children
Children mental health services	60	70	73	appropriations	children
Civilian health and medical program of the VA (CHAMPVA)	99	97	113	obligations	children and adults
Community mental health services block grant	275	275	275	appropriations	children and adults
Drug-free communities	N/A	N/A	10	appropriations	adolescents
Family planning	192	198	203	appropriations	adolescents and adults
Federal employees health benefits	16,100	16,600	17,200	outlays	children and adults
Health centers	758	802	826	appropriations	children and adults
Healthy start	92	96	96	appropriations	pregnant women and infants
HIV care grants	653	867	1,007	grants	children and adults
Indian health service	1,984	2,054	2,099	appropriations	children and adults
Knowledge development and application (KDA) grants	220	370	365	appropriations	children and adults
Maternal and child health services block	679	681	683	appropriations	children and adults
Medicaid[a]	91,205	94,738	104,400	outlays	children and adults
Military health care services	15,419	15,583	15,747	obligations	children and adults
Preventive health and health services block grant	145	189	195	appropriations	children and adults
State children's health insurance program (S-CHIP)	N/A	N/A	4,295	appropriations	children
Substance abuse prevention & treatment block grant	1,234	1,310	1,310	appropriations	adolescents and adults
Tax deduction for medical expenses	N/A	N/A	N/A		families
Tax exclusion for employer provided health benefits	N/A	N/A	N/A		families

[a]Per-beneficiary spending data from FY1997 indicate that, for that year, Medicaid spending for non-disabled children under 21 was roughly $22 billion (or 23% of total spending on children and adults).

Table 4B. Program Administration and Selected Funding Characteristics: Health

Program	Federal/state/local administration	Entitlement status	State admin. cost cap	Indexation	Match requirement
Childhood immunization	HHS/states & agencies	non entitlement			
Childhood lead poisoning prevention	HHS/states & agencies	non entitlement			
Children's mental health services	HHS/states/agencies	non-entitlement			yes
Civilian health and medical program of the VA (CHAMPVA)	VA	non entitlement	N/A		N/A
Community mental health service block grant	HHS/states & agencies	non-entitlement	5%		yes
Drug-free communities	DOJ & ONDCP/various	non-entitlement	N/A		
Family planning	HHS/various	non entitlement			
Federal employees health benefits	OPM	non entitlement	N/A		N/A
Health centers	HHS/agencies	non entitlement			
Healthy start	HHS/various	non entitlement			
HIV care grants	HHS/states & metro areas	non entitlement			yes
Indian health service	HHS	non entitlement	N/A		
Knowledge development & application (KDA) grants	HHS/various	non entitlement			
Maternal and child health services block grant	HHS/states	non entitlement	10%		yes
Medicaid	HHS/states	entitlement		yes	yes
Military health care services	DOD	entitlement	N/A		N/A
Preventive health and health services block grant	HHS/states	non entitlement			
State children's health insurance program (S-CHIP)	HHS/states	entitlement to states	10%		yes
Substance abuse prevention and treatment block grant	HHS/states	non entitlement	5%		yes
Tax deduction for medical expenses	IRS	entitlement	N/A		N/A
Tax exclusion for employer provided health benefits	IRS	entitlement	N/A		N/A

Table 5B. Committee Reporting Most Recent Legislation and Appropriation: Health

Program	Senate committees		House committees	
	Authorizing committees	Appropriations subcommittees	Authorizing committees	Appropriations subcommittees
Childhood immunization	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
Childhood lead poisoning prevention	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
Children's mental health services	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
CHAMPVA	Veterans Affairs	VA/HUD	Veterans Affairs	VA/HUD
Community mental health services block	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
Drug-free communities	Banking	Treasury	Commerce/Gov Reform	Treasury
Family planning	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
Federal employees health benefits	Gov Affairs	Treasury	Gov Reform	Treasury
Health centers	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
Healthy start	N/A	Labor/HHS/ED	N/A	Labor/HHS/ED
HIV care grants	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
Indian health service	Indian Affairs	Interior	Resources	Interior
Knowledge devel & applic. (KDA) grants	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
Maternal and child health service block grant	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
Medicaid	Finance	Labor/HHS/ED	Commerce	Labor/HHS/ED
Military health care services	Armed Services	Defense	Armed Services	National Security
Preventive health and health service block	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
S-CHIP	Finance	N/A	Commerce	N/A
Substance abuse prev & treatment block	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
Tax deduction for medical expenses	Finance	N/A	Ways and Means	N/A
Tax exclusion for employer provided health benefits	Finance	N/A	Ways and Means	N/A

HOUSING

Drug-Elimination Grants for Low-Income Housing

Authorization. Anti-Drug Abuse Act; permanently authorized.

Program Description. The Drug-Elimination Grants program, administered by the Department of Housing and Urban Development (HUD), provides funds to Public and Indian Housing Authorities and owners of federally assisted low-income housing projects (e.g., assisted under "Section 8") for their anti-drug and anti-crime efforts. Funds are allocated competitively to local agencies and owners where crime problems are most severe if they demonstrate that they have a long term strategy to reduce crime.

Grants may be used for the following activities: physical improvements to enhance security (lighting, doors, bolts, locks, fences, etc.); drug prevention programs such as drug-education programs for residents and youth services, intervention activities for identifying drug users in federally assisted housing, and services for youth and maternal drug users; employment of police and additional security personnel; establishment of voluntary tenant patrols; and funding for resident councils to develop anti-drug and anti-crime related activities.

Funding. FY1998 federal funding (appropriations): $310 million.

Participation Data. Since the inception of the program in 1988, HUD has awarded 3,475 grants for public and Indian housing projects, and 625 grants to owners of other assisted housing projects. There are no data available on the number of children benefitting from these grants.

Family SelfSufficiency Coordinators

Authorization. The Cranston-Gonzalez National Affordable Housing Act; permanently authorized.

Program Description. Unless granted an exemption, each Public Housing Authority (PHA) that receives funding for additional public housing units or additional "Section 8" rental certificates or vouchers, must operate a Family Self-Sufficiency (FSS) program through family self-sufficiency coordinators. Unless granted an exception, the minimum size of a public housing FSS program must be equal to the number of incremental public housing units, certificates, or vouchers "reserved" in each fiscal year. For example, if a PHA has received reservations for 50 added units of public housing, then its FSS program must serve at least 50 families.

Under an FSS program, PHAs seek assistance from state and local governments and private businesses, to provide low-income families residing in public and assisted housing with opportunities for education, job training, child day care, and other forms of social services so that they may obtain the education, employment, business, and social skills necessary to achieve self-sufficiency.

Exemptions from the FSS program are granted to PHAs by the Department of Housing and Urban Development (the federal administering agency) if the PHA can certify that a program is not feasible because of a lack of accessible supportive services funding; lack of jobs in the area; lack of willing participation by state and local governments; or lack of interest in the program by eligible families.

Since 1990, funds have been provided to support approximately one service coordinator in each of some 375 PHAs for a 3 year period. The PHAs that received this special funding for FSS coordinators were agencies that administered fewer than 1,000 rental vouchers and certificates.

Funding. FSS coordinators are not funded directly through specific appropriations. PHAs support coordinators in public housing through their operating subsidies. FSS coordinators in projects receiving vouchers and certificates are funded through various set-asides. In FY1997, these FSS coordinators were supported through set-asides of contract renewal funds. In FY1997, approximately $13.7 million was provided for FSS service coordinators in Section 8 assisted projects and $3.8 million for FSS coordinators in public housing projects.

Participation Data. In FY1997, 38,009 families receiving certificates or vouchers participated in the FSS program, as did 5,238 families residing in public housing. Approximately 475 FSS coordinators assisted these families. There are no available data on the number of children in these assisted households.

Family Unification

Authorization. The Cranston-Gonzalez National Affordable Housing Act; permanently authorized.

Program Description. The purpose of the Family Unification Program (FUP) is to promote "family unity" by providing housing (either through public housing or the "Section 8" program of vouchers) to at-risk families. An "at-risk" family is defined as one who, due to inadequate housing, is facing placement of children in a foster home or delay of the return of children from a foster home. Families that participate in the program must be certified as at-risk by the public child welfare agency (PCWA) and must be eligible for public housing or Section 8 rental assistance.

This program, administered by the Department of Housing and Urban Development (HUD), basically serves families who live in substandard housing, where conditions are so bad that the safety of the children is compromised, or are in situations where there is a risk of abuse by a member of the household and some family members (usually mother and children) must look for other housing.

Under the FUP, Public Housing Authorities (PHAs) and local PWCAs work together to develop methods to utilize and coordinate the PHA's public housing and Section 8 program to benefit at-risk families. These plans are submitted to HUD with an application for funding, and assistance is awarded through competition nationwide. A PCWA interviews prospective family participants and refers them to the local PHA. The PHA reviews the applications of the families referred by the PCWA for public housing and Section 8 eligibility. If eligible, the family is assisted with a unit or certificate reserved for a FUP-participating family, and the PCWA continues to work with and counsel the family.

Funding.FY1998 federal funding (appropriations): $15 million.

Participation Data. In FY1997, 8,639 families were assisted through the Family Unification Program. There are no data available on the number of children in these families.

Home Investment for Affordable Housing (HOME) Block Grants

Authorization. Title II of the Cranston-Gonzalez National Affordable Housing Act (NAHA); authorized through FY1994 by Housing and Community Development Act of 1992. Although Congress continues to appropriate funding for the program, it has not been reauthorized since FY1994.

Program Description. The NAHA authorizes a housing block grant program that distributes funds to states and eligible metropolitan cities, urban counties, and consortia of local governments. Program funds are used to support activities that would increase the supply of housing affordable to low and very low-income families. Very low-income families are defined as families whose incomes do not exceed 60% of the median income of the participating jurisdiction. Low-income families are those whose income is not less than 60%, but not more than 80%, of the median income of the jurisdiction.

In order to receive funds, communities and states (i.e., participating jurisdictions) must submit for approval by the Department of Housing and Urban Development (HUD), which administers the program, a consolidated plan documenting the participating jurisdiction's housing needs and outlining strategies to address those needs. HUD annually reviews a community's progress in meeting its goals. HOME funds may support home ownership for first-time homebuyers, housing rehabilitation, tenant-based rental assistance, construction of new housing, property acquisition and demolition, site improvements, relocation expenses, and condominium or cooperative housing conversions. HOME funds may also be used to support housing development efforts of nonprofit community housing development organizations.

Funding. HOME funds are allocated by a formula designed to measure a participating community's need for an increased supply of affordable housing for low and very low-income families. A participating jurisdiction must provide a 25% funding match from nonfederal sources for new construction, rehabilitation, or tenant-based housing assistance. Bond or debt financing may be used to meet up to 25% of a participating jurisdiction's overall matching fund requirement. Communities whose annual poverty rate is at least 125% of the national rate or whose annual per capita income is not more than 75% of the national per capita income may meet the definition of fiscally distressed and thus have their matching fund requirement reduced by 50%. Participating jurisdictions that meet or exceed the poverty and per capita income thresholds are defined as in severe fiscal distress and will have their entire matching fund requirement waived. FY1998 federal funding (appropriations): $1.5 billion.

Participation Data In FY1998, 50 states and approximately 576 communities participated in the HOME program. In FY1997, HOME funds supported the construction, purchase, or rehabilitation of 64,497 housing units for families and individuals, in addition to helping 7,792 families with tenant-based rental assistance.

Homeless Assistance Grants

Authorization. Stewart B. McKinney Homeless Assistance Act; authorization has expired; funding continues to be provided through annual VA/HUD appropriations acts.

Program Description. The Department of Housing and Urban Development (HUD) administers programs funded by homeless assistance grants, some of which require matching funding from grantees. Beginning in 1994, HUD overhauled the application process used by the department for the distribution of competitively awarded McKinney Act funds. The intent was to shift the focus from individual projects to community-wide strategies for solving the problems of homeless individuals and families. The new application model established a combined application process for all of HUD's McKinney Act programs with the exception of Emergency Shelter Grants, which are still distributed by formula. This community-based distribution strategy is called "continuum of care." A continuum of care plan is created to respond to the housing and service needs of the homeless. All members of a community interested in addressing the problems of homelessness (including homeless providers, advocates, state and local government agencies, representatives of the business community, and non-profit organizations) can be involved. Eligible activities include acquisition, rehabilitation, new construction, tenant assistance, supportive services, and administration.

The focus of this community-based, comprehensive approach to meeting the needs of homeless individuals and families consists of four major components. The first is outreach, an effort to identify the different needs of homeless individuals and families, and connect them to facilities and services. The second is the provision of immediate (emergency) shelter as a means of safety to families and individuals living on the streets. The third is the provision of transitional housing with supportive services. Transitional housing prepares a family to return to leased apartment housing by providing them with services such as job-training, child care, substance abuse treatment, and mental health services. The fourth component consists of helping families or individual find permanent supportive housing arrangements.

Funding. FY1998 federal funding (appropriations): $823 million.

Participation Data. Data are not available on the number of children assisted.

Lead-Based Paint Hazard Reduction

Authorization. The VA-HUD Appropriations Act for FY1992 and FY1993 provided the initial authority for HUD's lead-hazard reduction activities for privately owned low-income housing. In the absence of new authorizing legislation, the program has continued under the authority of annual VA/HUD appropriations acts.

Program Description. Grants are provided to states and local governments to assist them with lead hazard reduction in private low-income rental and homeownership dwellings. This is usually done by hiring state-certified paint inspectors and risk assessors.

Department of Housing and Urban Development (HUD) rules require public housing agencies (PHAs) to inspect units built before 1978 for defective paint before leasing them to families with children under the age of seven, and to tell tenants of buildings built before 1978 that the project could contain lead paint.

PHAs must test units for lead-based paint when children are found to have elevated levels of lead in their bloodstream. Random testing must be done for all pre-1973 projects where modernization work would break paint, and for pre-1978 projects that were excluded from previous lead paint rules. A portion of the funding may also be used to provide technical assistance.

Funding. $60 million of appropriations for Community Development Block Grants was set aside for lead paint hazard reduction in FY1998.

Participation Data. HUD reports that, since the inception of the program, grants were made to 36 states to aid in lead paint hazard reduction. No further data are available.

Low-Income Home Energy Assistance

Authorization. The Low-Income Home Energy Assistance Program was established in 1981 by Title XXVI of P.L. 97-35; authorized through FY2003.

Program Description. The Low-Income Home Energy Assistance Program (LIHEAP) is a block grant program under which the federal government gives states, the District of Columbia, Indian tribal organizations, and U.S. commonwealths and territories annual grants for multi-component home energy assistance programs for needy households. Federal standards are minimal, and almost all important decisions regarding the LIHEAP are made by states and other operating jurisdictions (grantees). The LIHEAP is administered by the Administration for Children and Families of the Department of Health and Human Services (HHS). Grantees choose which state/local agencies administer the program (e.g., welfare offices, community action agencies).

Federal law limits eligibility to public assistance recipients and households with incomes up to 150% of the federal poverty guidelines (or, if higher, 60% of the state's median family income, adjusted for family size). However, no one with an income below 110% of the poverty guidelines can be excluded. Within these standards, grantees decide which public assistance categories to include, what income limits to use, and whether to impose other eligibility tests (e.g., an asset test).

Federal standards require grantees to treat owners and renters "equitably," to adjust benefits to reflect household income and home energy costs, and to provide "crisis" assistance for those in immediate need. Grantees establish benefit amounts and payment methods. They also choose what *types* of benefits to provide and may offer heating cost assistance, "crisis intervention" help, aid in meeting cooling costs, and weatherization assistance. (Note: The Department of Energy also provides some weatherization assistance to state/local grantees similar to that offered through the LIHEAP.) The FY1996 national annual benefit for households receiving heating and/or winter crisis aid was estimated at $180.

Funding. Appropriated federal funds are provided to grantees according to a formula taking into account poor populations, home energy expenses, climate, and other factors. No grantee matching is required, although grantees can supplement federal funds with funds from "oil price overcharge" settlements, state and local funds, grants under an incentive program for grantees that successfully "leverage" nonfederal resources, and money carried over from the previous fiscal year.

FY1998 federal funding (appropriations): $1 billion, plus a $300 million contingency fund for weather emergencies.

Participation Data FY1996 estimates indicate that about 4.3 million households received aid with heating costs, out of a total of 5.1 million households that were assisted with one or more types of aid. HHS estimates drawn from the March 1997 Current Population Survey indicate that of households receiving heating assistance during October 1996-March 1997, 49% had children under 18 years of age, and 13% were female-headed with at least one child under 5 years of age.

Low-Income Housing Tax Credits

Authorization. Section 42 of the Internal Revenue Code; permanently authorized.

Program Description. The Low-Income Housing Tax Credit program allows each state to distribute tax credits totaling $1.25 times the state's population each year to developers who agree to build or rehabilitate rental units and keep them affordable to low-income households for at least 30 years. Under a unique arrangement, this federal tax code provision is administered by a state "housing credit agency." State housing agencies award the credits on a competitive basis to developers with proposals that best meet state housing goals. Tax credits used for new construction can be worth as much as 90% of the amount that developers invest, but are paid out in equal amounts over a 10-year period. Most developers sell their tax credit commitment to investors to help raise capital for the rental project. Many of these investors are large corporations such as NationsBank, General Electric, or Fannie Mae.

Households with incomes of no more than 60% of the median income in the area are eligible to live in these apartments. The maximum rent that can be charged is set at 30% of 60% of the local area median income, adjusted for the number of bedrooms. Survey data show that the annual incomes of households in these units are very low, about $13,000. About 26% of units are occupied by the elderly and 5% by those disabled or previously homeless. An estimated 57% are occupied by households of two persons or more, many with children. About half are located in rural areas, a third in urban areas, and the rest in the suburbs.

Funding. FY1998 estimated "tax expenditure" cost for individual and corporate investors claiming this tax credit: $3.2 billion.

Participation Data.A rough estimate of the number of rental units in this program that were occupied by households with children at the end of 1997 is 330,000, with the number of children perhaps 600,000.

Low-Income Public Housing

Authorization.U.S. Housing Act of 1937; permanently authorized.

Program Description. Low-income public housing developments are designed to provide low-rent, standard quality housing primarily to families with children. Single persons who are elderly or handicapped are eligible on the same basis as families. Occupancy by other single persons is limited.

To be eligible for public housing, households must have incomes below 80% of the median income for the area, adjusted for family size. Since 1983, 75% to 95% of all units must be rented to households with incomes below 50% of the local median, adjusted for family size. A tenant household pays 30% of its adjusted income for rent, except that it must pay at least 10% of gross income, or, if it receives a welfare payment, that portion of it specifically designed for rent. Gross income is adjusted in determining rent payments according to family size and certain family expenditures, such as excessive medical costs. The program is administered by the Office of Public Housing of the Department of Housing and Urban Development (HUD), and local public housing agencies.

Funding. Public housing projects are financed through the sale of tax-exempt bonds and notes, or through a federal grant, and are developed, owned, and operated by local public housing agencies. The federal subsidies are in the form of a capital grant to cover the capital cost of a project, and an operating subsidy to help cover the costs of maintenance. FY1998 federal funding (appropriations): $2.9 billion for the public housing capital fund and $2.5 billion for the modernization (operating subsidy) fund.

Participation Data. There were approximately 1.36 million public housing units eligible for payment at the end of FY1998. Approximately 610,000 units (45%) were occupied by families with children.

Military Family Housing

Authorization. Military family housing construction and operations are authorized in each year's defense authorization law.

Program Description. One-third of 900,000 military families residing in the U.S. live in government housing. The other two-thirds receive cash allowances for housing in the private sector. The Department of Defense owns or leases more than 300,000 units of family housing, mostly located on military installations.

Funding. FY1998 federal funding (obligations): $4.1 billion for construction and operations.

Participation Data. The number of married military personnel with children living in military facilities was 198,379 for FY1998.

Native American Housing Block Grants

Authorization. Section 101 of the Native American Housing Assistance and Self Determination Act (NAHASDA); permanently authorized.

Program Description. Native American housing needs are funded under one needs-based block grant program. Indian tribes, Alaska Native villages, or tribally designated housing entities (TDHEs) may be eligible for grants from the Department of Housing and Urban Development (HUD) to provide a wide range of housing services for families within their communities. The services include housing development, housing assistance, housing services, housing management services, crime prevention and safety, and training and technical assistance.

The tribes or TDHEs have the responsibility of determining the use of the funds to address needs specific to their communities. This is consistent with the purpose of NAHASDA to provide federal assistance for Indian tribes in a manner that recognizes the right of self-determination and self-governance for Native American communities.

Funding. Each fiscal year HUD makes grants to recipients who, for that fiscal year, have submitted Indian Housing Plans (IHPs) to carry out affordable housing activities. Funds are allocated based on a formula which consists of two components (1) the current assisted housing stock and (2) housing need. The need component includes households paying excessive percent of their incomes for housing costs, those that are overcrowded or without kitchens or indoor plumbing, households with low income, and households with very low income. FY1998 federal funding (grants): $600 million.

Participation Data Participant data are not available.

Rental Housing Assistance (Section 236)

Authorization. Section 236, National Housing Act of 1934; permanently authorized.

Program Description. The "Section 236" program, enacted in 1968, provides a subsidy to landlords by "buying down" the interest rate on their mortgage to an effective 1%. Tenants pay a rent sufficient to meet the operating expenses and reduced mortgage costs of the landlord. A "deep subsidy" program was added by the Housing and Community Development Act of 1974 that provided additional subsidies to landlords in order to aid very low-income families in Section 236 projects. Most tenants pay rent equal to 30% of their income, adjusted for family size. The Section 236 program is administered by the Federal Housing Administration (FHA) within the Department of Housing and Urban Development.

Funding. No appropriations have been made for the Section 236 program in recent years. However, the program does have activity from amendments made to the program and because of previous budget authority recaptured as a result of landlords ending their participation in the program earlier than expected. The program is undergoing major change because of a "Portfolio Re-Engineering" demonstration program passed by Congress in 1997 that will restructure mortgages and reduce rents at many Section 236 projects. An estimated $357 million in unobligated budget authority remained available in FY1998, but because of the major changes taking place, it is unclear how many rental units might be made available to additional low-income households in the immediate years ahead.

Participation Data. There were an estimated 457,121 rental units eligible for subsidy payments in 1998. Approximately 45% or 206,000 were occupied by families with children.

Revitalization of Severely Distressed Public Housing (HOPE VI)

Authorization. VA-HUD Appropriations Act of FY1993; reauthorized yearly by subsequent VA-HUD appropriations acts.

Program Description. The HOPE VI Revitalization program authorizes the revitalization of severely distressed or obsolete public housing developments. The program is used to convert overly concentrated family developments, often high-rise buildings, into safe and economically integrated communities.

Under the HOPE VI program, the Department of Housing and Urban Development (HUD) works with local housing agencies to promote leveraging of the funding for the program with funds from other sources such as low-income tax credits and bond financing. Federal funding for the HOPE VI program is provided through grants targeted toward public housing projects that require demolition, replacement, major reconstruction, or redesign to correct major deficiencies, including high population density, deferred maintenance, or physical deterioration. Funds are also directed towards such projects occupied predominantly by families with children who are at risk (due to unemployment, teen pregnancy, single-parent households, long-term welfare dependency, etc.), in areas with substantial criminal activities and vandalism, and projects with high vacancy rates.

Funding. FY1998 federal funding (appropriations): $550 million.

Participation Data. A total of 27 grants were awarded with FY1997 funding. They were used for demolition of approximately 9,000 units of obsolete public housing and to provide some 4,500 replacement housing units through new construction or rehabilitation. Additional families are to be assisted through housing vouchers. Other data on participation are not available.

Rural Housing Loans (Section 502)

Authorization. Section 502, Housing Act of 1949, as amended; permanently authorized.

Program Description. Department of Agriculture Rural Housing Service (RHS) rural housing programs are referred to by the section number under which they are authorized in the Housing Act of 1949, as amended. Under the Section 502 program, loans are made for the purchase or repair of new or existing single-family housing for low- and moderate-income rural residents.

Borrowers with income at or below 80% of the area median may obtain direct loans from the RHS and may receive interest credit to reduce the interest rate to as low as 1%. The loans are repayable over a 33-year period. The loan term may be extended to 38 years for borrowers with incomes below 60% of the area median. Borrowers must have the means to repay the loans but be unable to secure reasonable credit terms elsewhere.

Borrowers with income up to 115% of the area median may obtain RHS-guaranteed loans from private lenders. Guaranteed loans may have up to 30-year terms. Priority is given to first-time home buyers, and the RHS may require that borrowers complete a homeownership counseling program.

On average, 98% of the loans are used for home purchases. The homes to be financed must be "modest" in cost and design and must be located in rural areas serviced by the RHS.

In a given fiscal year, at least 40% of the units financed under Section 502 must be made available only to very low-income families or individuals.

Funding. Loan funds are allocated to RHS state offices based on how the state ranks nationally according to several criteria: (1) the state's percentage of the national number of occupied rural substandard housing units, (2) the state's percentage of the national rural population, (3) the state's percentage of the national rural population in places of less than 2,500 population, (4) the state's percentage of the national number of rural households with income between 50% and 80% of the area median, and (5) the number of rural households with income below 50% of the area median. FY1998 federal funding (loan obligations): $4 billion.

Participation Data. In FY1997, Section 502 loans enabled about 32,500 families to have their homes repaired or rehabilitated, and the loans enabled about 23,000 families to have new homes built. Data are not available on the number of children assisted.

Rural Housing Preservation Grants (Section 533)

Authorization. Section 533, Housing Act of 1949, as amended; permanently authorized.

Program Description. The Rural Housing Service (RHS) of the Department of Agriculture is authorized to provide grants to eligible public and private organizations. The grantees may in turn provide homeowners with direct loans, grants, or interest rate reductions on loans from private lenders to finance the repair or rehabilitation of their homes. Repairs to manufactured homes or mobile homes are authorized if (1) the recipient owns the home and site and has occupied the home on that site for at least 1 year, and (2) the home is on a permanent foundation or will be put on a permanent foundation with the funds to be received through the program. Up to 25% of the funding for any particular dwelling may be used for improvements that neither contribute to the health, safety, or well being of the occupants; nor materially contribute to the long term preservation of the unit. These improvements may include painting, paneling, carpeting, air conditioning, landscaping, and improving closets or kitchen cabinets.

The homes must be located in rural areas and be in need of housing preservation assistance. Assisted families must meet income restrictions (income of 80% or less of the median income for the area) and must have occupied the property for at least one year prior to receiving assistance. Occupants of leased homes may be eligible for assistance if (1) the unexpired portion of the lease extends for 5 years or more, and (2) the lease permits the occupant to make modifications to the structure and precludes the owner from increasing the rent because of the modifications.

Funding. Loan funds are allocated to RHS state offices based on how the state ranks nationally according to several criteria: (1) the state's percentage of the national number of occupied rural substandard housing units, (2) the state's percentage of the national rural population, and (3) the state's percentage of the national number of rural families with incomes below the poverty level. FY1998 federal funding (grants): $10.3 million.

Participation Data. In FY1997, Section 533 grants enabled repair or rehabilitation of 1,707 housing units. Other participation data are not available.

Rural Housing Self-help Technical Assistance Grants (Section 523) And Rural Housing Site Loans (Sections 523 And 524)

Authorization. Sections 523 and 524, Housing Act of 1949, as amended; permanently authorized.

Program Description. States, political subdivisions, public nonprofit corporations (including Indian tribes and tribal corporations), and private nonprofit corporations may receive technical assistance (TA) grants from the Rural Housing Service (RHS) of the Department of Agriculture. TA grants are used to pay all or part of the cost of developing, administering, and coordinating programs of technical and supervisory assistance to families that are building their homes by the mutual self-help method. This is a method whereby families, organized in groups of six or 10 families, use their own labor to reduce construction costs. Each family is expected to contribute at least 700 hours of labor in building homes for group members. The program is generally limited to low-income rural families, although moderate-income families may participate if they are unable to pay for a home built by the contract method.

TA funds may not be used to hire construction workers or to buy real estate or building materials. Nonprofit corporations, however, may be eligible for 2-year site loans under Section 523 or Section 524. Section 523 site loans are made at an interest rate of 3%, but the rate on Section 524 site loans is the Treasury cost of funds. The site loans may be used to buy and develop rural land, which then is subdivided into building sites and sold on a nonprofit basis to low- and moderate-income families. Generally, a loan will not be made unless it will result in at least 10 sites. The sites need not be contiguous.

Sites financed through Section 523 may be sold only to families who are building homes by the mutual self-help method. Section 524 site loans place no restrictions on construction methods. Houses built on either kind of subsidized site usually are financed through the Section 502 rural housing loan program.

Funding. Program funds are not allocated by state. The funds are kept in the RHS national office reserve and are available as determined administratively. FY1998 federal funding: $499,000 for Section 523 site loans, $600,000 for Section 524 site loans, and $26 million for self-help housing grants.

Participation Data Data are not available on the number of children assisted.

Rural Rental Assistance Payments (Section 521)

Authorization. Section 521, Housing Act of 1949, as amended; permanently authorized.

Program Description. The Department of Agriculture's Rural Housing Service (RHS) is authorized to make rental assistance payments to owners of RHS-financed rural rental housing (Section 515) and farm labor housing (Sections 514 and 516) to enable them to reduce rents charged to eligible tenants. Rent payments of eligible families are to equal the highest of (1) 30% of monthly adjusted family income, (2) 10% of monthly income, or (3) for welfare recipients, the portion of a family's welfare payment, if any, that is designated for housing costs. Eligible tenants must have family income that does not exceed the "lower income" limit established for the area by the Department of Housing and Urban Development (HUD).

The rental assistance payments, which are made directly to the borrowers, make up the difference between tenants' payments and the RHS-approved rent for the units. Borrowers must agree to operate the property on a limited profit or nonprofit basis. The term of the rental assistance agreement is 20 years for new construction projects and 5 years for existing projects. Agreements may be renewed for up to 5 years. An eligible borrower who does not participate in the program may be petitioned to participate by 20% or more of the tenants eligible for rental assistance.

Funding. Funds are allocated to RHS state offices based on how the state ranks nationally according to several criteria: (1) the state's percentage of the national number of occupied rural substandard housing units, (2) the state's percentage of the national rural population, and (3) the state's percentage of the national number of rural families with incomes below the poverty level. At mid-year or year-end, unobligated funds may be pooled and become available nationally on a first-come, first-served basis. FY1998 federal funding (obligations): $541.4 million.

Participation Data. In FY1997, about 39,500 families received rental assistance under the program. Data are not available on the number of children assisted.

Rural Rental Housing Loans (Sec. 515)

Authorization. Section 515 of the Housing Act of 1949, as amended; authorized through September 30, 1998.

Program Description. Loans under Section 515 are direct loans from the Rural Housing Service (RHS) of the Department of Agriculture made to individuals, corporations, associations, trusts, partnerships or public agencies. The loans are made at a 1% interest rate and are repayable in 50 years. Except for public agencies, all borrowers must demonstrate that financial assistance from other sources will not enable the borrower to provide the housing at terms that are affordable to the target population. Applicants must conduct market surveys to determine the number of eligible occupants in the area who are willing and financially able to occupy the housing at the proposed rent levels.

The law permits loans for rural rental and cooperative housing units to be occupied by families with "low" or "moderate" income, or by handicapped or disabled persons or those aged at least 62. The law requires that at least 40% of units nationwide and 30% of units in each state financed under this program be occupied by very low-income families or persons. Moreover, the Housing and Community Development Act of 1987 restricts occupancy of Section 515 housing units, if constructed with help of low-income housing tax credits, to families whose incomes are within the limits established for the tax credits. However, this restriction does not apply if the RHS finds that units have been vacant for at least 6 months and that their continued vacancy threatens the project's financial viability.

Nonprofit sponsors and state and local public agencies are eligible for loans up to 100% of the appraised value or development cost, whichever is less. Loans for purchase of buildings less than 1 year old are limited to 80% of the appraised value. Loan amounts and terms are determined by the RHS.

Funding. Loan funds are allocated to RHS state offices based on how the state ranks nationally according to several criteria: (1) the state's percentage of the national number of occupied rural substandard housing units, (2) the state's percentage of the national rural population, and (3) the state's percentage of the national number of rural families with incomes below the poverty level. Seven percent of each state's allocation is set aside for nonprofit sponsors of Section 515 housing, and 5% of the total appropriation is set aside for those counties designated as underserved. At mid-year or year-end, unobligated funds may be pooled and become available nationally on a first-come, first-served basis. FY1998 federal funding (loan obligations): $128.6 million.

Participation Data. In FY1997, Section 515 loans enabled the construction of 2,349 apartments and the repair or rehabilitation of 5,832 apartments. Additional participation data are not available.

Section 8 Certificates and Tenant-Based Vouchers

Authorization. *Certificates:* Housing and Community Development Act of 1974; permanently authorized. *Vouchers:* Housing and Urban-Rural Recovery Act of 1983 added Section 8 (o) to U.S. Housing Act of 1937; permanently authorized.

Program Description. Under the Section 8 housing certificate program, the national Department of Housing and Urban Development (HUD) office allocates a number of housing units to be placed under contract by the HUD field offices. The amount of this allocation is based on the appropriation level for the program in the given year. The field offices invite public housing agencies (PHAs), states, and local governments to submit proposals for providing units. Once a proposal is accepted by HUD, the PHA enters into an annual contributions contract with HUD for the number of units that will be able to receive assistance. These contracts are currently being written for 1-year terms and are generally renewed. Under terms of the contract, HUD agrees to pay the difference between the tenant's rental payment and the contract rent of a unit. The contract rent is generally limited to the fair market rent of the area.

After entering into contract with HUD, the PHAs advertise the availability of certificates for low-income tenants and invite project owners to inform them of available units. Eligible families then are given certificates to present to landlords when they find a suitable rental unit. Once a unit is found, the tenant signs a lease and agrees to pay 30% of adjusted household income for rent. The remainder of the rent is paid by HUD to the landlord on behalf of the tenant. HUD also pays the PHA an administrative fee for managing the program.

The Section 8 voucher subsidy program is similar to the Section 8 certificate program. It differs in that the subsidy in the voucher program is the difference between the rental payment standard (fair market rent) and 30% of the tenant's adjusted income, but the tenant's payment is not limited to 30% of his income. If the tenant wants to, he may rent where the rental payment is higher or lower than the fair market rent. If the rent is higher, the tenant will pay more than 30% of his income; if it is less, his portion of the rent is less than 30% of his income.

Once a unit is found by a tenant, the PHA and the owner of the unit enter into a contract in which the PHA agrees to make the assistance payments on behalf of the tenant, and the owner agrees to provide safe and sanitary housing according to HUD's regulations.

Funding. FY1998 federal funding (appropriations for the renewal and amendment of Section 8 contracts for both certificates and vouchers): $9.3 billion (no new certificates were added to the program).

Participation Data. In FY1998, Section 8 certificates and vouchers were used to subsidize 1.32 million housing units. HUD estimates that approximately 871,200 of these units (66%) are occupied by families with children.

Table 1C. Selected Target Groups of Children: Housing

Program	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)
		Restricted to	Emphasis on	
Drug elimination grants for low-income housing	all ages	yes	yes	
Family self-sufficiency coordinators	all ages	yes	yes	
Family unification	all ages	yes	yes	
HOME block grants	all ages	yes	yes	
Homeless assistance grants	all ages	no	yes	homeless
Lead-based paint hazard reduction	all ages	yes	yes	
LIHEAP	all ages	yes	yes	public assistance recipients
Low-income housing tax credits	all ages	yes	yes	
Low-income public housing	all ages	yes	yes	
Military family housing	all ages	no	no	dependents of military personnel
Native American housing block grants	all ages	no	yes	Native Americans
Rental housing assistance (Sec. 236)	all ages	yes	yes	
Revitalization of severely-distressed public housing (HOPE VI)	all ages	yes	yes	
Rural housing loans (Sec. 502)	all ages	yes	yes	
Rural housing preservation grants (Sec. 533)	all ages	yes	yes	
Rural housing self-help technical assistance grants (Sec. 523) & rural housing site loans (Sec. 523 & 524)	all ages	yes	yes	
Rural rental assistance payments (Sec. 521)	all ages	yes	yes	
Rural rental housing loans (Sec. 515)	all ages	yes	yes	
Section 8 certificates and tenant-based vouchers	all ages	yes	yes	

Table 2C. Participation: Housing

(in thousands)

Program	FY95	FY96	FY97	Represents data on
Drug elimination grants for low-income housing	N/A	N/A	N/A	
Family self-sufficiency coordinators	N/A	N/A	43	families
Family unification	2	2	9	families
HOME block grants	9	18	8	families with rent assistance
Homeless assistance grants	N/A	N/A	N/A	
Lead-based paint hazard reduction	N/A	N/A	N/A	
LIHEAP	6,602	5085	N/A	households
Low-income housing tax credits	260	295	330	estimates of households with children
Low-income public housing	N/A	N/A	610	families with children
Military family housing	N/A	N/A	200	families
Native American housing block grants	N/A	N/A	N/A	
Rental housing assistance (Sec.236)	N/A	N/A	206	families with children
Revitalization of severely distressed public housing (HOPE VI)	N/A	N/A	N/A	
Rural housing preservation grants (Sec. 533)	5	3	2	families
Rural housing loans (Sec. 502)	32	41	41	families
Rural housing self-help technical assistance grants (Sec. 523) & rural housing site loans (Sec. 523 & 524)	N/A	N/A	N/A	
Rural rental assistance payments (Sec. 521)	42	40	40	families
Rural rental housing loans (Sec. 515)	N/A	N/A	N/A	
Section 8 certificates and tenant-based vouchers	N/A	N/A	871	families with children

Table 3C. Funding: Housing

Program	*Funding level ($ in millions)* FY96	FY97	FY98	Funding data for	Represents funding for
Drug elimination grants for low-income housing	290	290	310	appropriations	children and adults
Family self-sufficiency coordinators[a]	22	18	N/A		children and adults
Family unification	29	59	15	appropriations	children and adults
HOME block grants	1,400	1,400	1,500	appropriations	children and adults
Homeless assistance grants	823	823	823	appropriations	children and adults
Lead-based paint hazard reduction	65	60	60	appropriations	children and adults
LIHEAP	1,200	1,420	1,300	appropriations	children and adults
Low-income housing tax credits	2,600	2,800	3,200	tax expenditures	children and adults
Low-income public housing[b]	5,500	5,400	5,400	appropriations	children and adults
Military family housing	4,207	4,056	4,131	obligations	children and adults
Native American housing block grants	N/A	N/A	600	grants	children and adults
Rental housing assistance (Sec. 236)[c]	N/A	N/A	N/A		
Revitalization of severely distressed public housing (HOPE VI)	480	550	550	appropriations	children and adults
Rural housing loans (Section 502)	2,716	1,906	4,000	loan obligations	families
Rural housing preservation grants (Sec. 533)	11	8	10	grants	families
Rural housing self-help technical assistance grants (Sec. 523) & rural housing site loans (Sec. 523 & 524)	14	27	27	grants and loans	families
Rural rental assistance payments (Sec. 521)	541	520	541	obligations	families
Rural rental housing loans (Sec. 515)	151	152	129	obligations	families
Section 8 certificates and tenant-based vouchers	4,600	4,800	9,300	appropriations	children & adults

[a]Not funded directly through appropriations; funded through use of Public Housing Authority operating subsidies or set-asides of contract renewal funds.
[b]Figures include operating subsidies and modernization grants, as well as money for the public housing capital fund.
[c]No appropriations have been provided in recent years, but unobligated budget balances remain available: $357 million in FY1998.

Table 4C. Program Administration and Selected Funding Characteristics: Housing

Program	Federal/state/local administration	Entitlement status	State admin. cost cap	Indexation	Match requirement
Drug elimination grants for low-income housing	HUD/agencies	non entitlement	N/A		
Family self-sufficiency coordinators	HUD/agencies	non entitlement	N/A		
Family unification	HUD/agencies	non entitlement	N/A		
HOME block grants	HUD/various	non entitlement	10%		yes[a]
Homeless assistance grants	HUD/various	non entitlement			yes[b]
Lead-based paint hazard reduction	HUD/agencies	non entitlement			
LIHEAP	HHS/states/agencies	non entitlement	10%		
Low-income housing tax credits	State housing finance agencies	non entitlement			
Low-income public housing	HUD/agencies	non entitlement	N/A		
Military family housing	DOD	entitlement	N/A		
Native American housing block grants	HUD/tribal agencies	non entitlement			
Rental housing assistance (Sec. 236)	HUD/agencies	non entitlement	N/A		
Revitalization of severely distressed public housing (HOPE VI)	HUD/agencies	non entitlement	N/A		
Rural housing loans (Sec. 502)	Agriculture (RHS)	non entitlement	N/A		
Rural housing preservation grants (Sec. 533)	Agriculture (RHS)/various	non entitlement	N/A		
Rural housing self-help technical assistance (Sec. 523) & rural housing site loans (Sec. 523/524)	Agriculture (RHS)/agencies	non entitlement	N/A		
Rural rental assistance payments (Sec. 521)	Agriculture (RHS)	non entitlement	N/A		
Rural renting housing loans (Sec. 515)	Agriculture (RHS)	non entitlement	N/A		
Section 8 certificates and tenant-based vouchers	HUD/agencies	non entitlement	N/A		

[a]The match requirement may be reduced by half or waived completely if the recipient jurisdiction meets the definition of "fiscally distressed" community.
[b]For some grants.

Table 5C. Committee Reporting Most Recent Legislation and Appropriations: Housing

Program	Senate committees		House committees	
	Authorizing committees	Appropriations subcommittees	Authorizing committees	Appropriations subcommittees
Drug elimination grants for low-income housing	Banking	VA/HUD	Banking	VA/HUD
Family self-sufficiency coordinators	Banking	VA/HUD	Banking	VA/HUD
Family unification	Banking	VA/HUD	Banking	VA/HUD
HOME	Banking	VA/HUD	Banking	VA/HUD
Homeless assistance grants	Banking	VA/HUD	Banking	VA/HUD
Lead-based paint hazard reduction	N/A	VA/HUD	N/A	VA/HUD
LIHEAP	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Low-income housing tax credits	Finance	N/A	Ways and Means	N/A
Low-income public housing	Banking	VA/HUD	Banking	VA/HUD
Military family housing	Armed Services	Defense	Armed Services	National Security
Native American housing block grants	Banking	VA/HUD	Banking	VA/HUD
Rental housing assistance (Sec. 236)	Banking	VA/HUD	Banking	VA/HUD
HOPE VI	Banking	VA/HUD	Banking	VA/HUD
Rural housing loans (Section 502)	Banking	Agriculture	Banking	Agriculture
Rural housing preservation grants (Section 533)	Banking	Agriculture	Banking	Agriculture
Rural housing self-help technical assistance (Sec. 523) & rural housing site loans (Sec 523/524)	Banking	Agriculture	Banking	Agriculture
Rural rental assistance payments (Sec. 521)	Banking	Agriculture	Banking	Agriculture
Rural rental housing loans (Section 515)	Banking	Agriculture	Banking	Agriculture
Section 8 certificates and tenant-based vouchers	Banking	VA/HUD	Banking	VA/HUD

INCOME SUPPORT

Child And Dependent Care Tax Credit

Authorization. Section 21 of the Internal Revenue Code; permanently authorized.

Program Description. The Child and Dependent Care Tax Credit reduces a taxpayer's federal income tax. The credit offsets a portion of the work-related costs of care for a dependent child who is under the age of 13, or for a spouse or dependent who is physically or mentally incapable of caring for himself or herself. The costs of care must be incurred to enable a taxpayer (or a taxpayer's spouse, if married) to work or look for work.

This tax credit is limited to a percentage of a taxpayer's work-related expenses. A taxpayer whose adjusted gross income (AGI) is $10,000 or less is allowed a credit equal to 30% of work-related expenses. The credit percentage is reduced by one percentage point for each additional $2,000 in AGI above $10,000. For taxpayers whose AGI is greater than $28,000, the credit is equal to 20% of work-related expenses.

The amount of expenses that can be taken into account in calculating the credit cannot exceed certain limits. A taxpayer can take into account the first $2,400 of expenses for the care of one child or dependent or $4,800 of expenses for the care of two or more children or dependents. The amount of expenses taken into account cannot exceed the lesser of the earned income of the taxpayer or, if married, the taxpayer's spouse. In calculating the earned income limitation, earned income is imputed to a nonworking spouse who is a full-time student for at least five months or who is physically or mentally disabled. For each month that a nonworking spouse is a full-time student or disabled, $200 of earned income is imputed to the spouse if there is one child or dependent in the household; $400 is imputed to the spouse if there are two or more children or dependents in the household.

The amount of work-related expenses that can be taken into account in calculating the credit must be reduced by the amount of dependent care payments excluded from a taxpayer's income under the Income Tax Exclusion for Dependent Care Assistance Programs (Section 129 of the tax code, described separately).

The Child and Dependent Care Tax Credit is administered by the Internal Revenue Service of the Department of the Treasury.

Funding. The Child and Dependent Care Tax Credit is a tax expenditure. For FY1998, the credit reduced federal income tax payments by an estimated $2.5 billion. The amount that is for the care of children is not available.

Participation Data. For tax year 1996, the Child and Dependent Care Tax Credit was claimed on 6 million federal income tax returns.

Child Support Enforcement

Authorization. Title IV-D of the Social Security Act; permanently authorized.

Program Description. The Child Support Enforcement (CSE) program provides six major services on behalf of children: parent location, paternity establishment, establishment of child (and spousal) support orders, review and modification of support orders, collection of support payments, and distribution of support payments. Collection methods include: wage withholding, interception of federal and state income tax refunds, interception of unemployment compensation, liens against property, suspension of driver's licenses and other licenses, and providing child support debt information to credit bureaus. State CSE agencies also are required to petition for medical support in most CSE cases. In FY1998, the CSE program collected an estimated $14.4 billion.

The CSE program serves both welfare and non-welfare families. Federal law requires applicants for, and recipients of, Title IV-A cash welfare benefits—i.e., benefits under the Aid to Families with Dependent Children (AFDC) program now replaced by Temporary Assistance for Needy Families (TANF) block grants to states—to assign their support rights to the state in order to receive Title IV-A benefits and to cooperate with state CSE agencies if necessary to establish paternity and secure benefits. Collections on behalf of Title IV-A families are used to reimburse state and federal governments for payments made to them (i.e., support payments generally go to the state rather than the family). Child support collected on behalf of nonwelfare families go to the family (via a state disbursement unit). Families receiving (or who formerly received) Title IV-A benefits, foster care payments, or Medicaid coverage automatically qualify for free CSE services; other families must apply for CSE services, and states must charge an application fee.

The CSE program is administered by the Office of Child Support Enforcement in the Administration for Children and Families of the Department of Health and Human Services (DHHS). All 50 states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands operate CSE programs. The law permits the DHHS to waive any of the 33 required provisions of state child support enforcement plans if it judges that this would promote the program's objectives.

Funding. The CSE program is funded with both state and federal dollars. First, states spend their own money to operate a CSE program. Second, the federal government reimburses each state 66% (90% for paternity testing and 80% for developing automated systems up to a capped amount) of all allowable expenditures on CSE activities. Third, states collect child support on behalf of families receiving Title IV-A benefits to reimburse themselves (and the federal government) for the cost of payments to the family. Fourth, the federal government provides states with incentive payments. Estimated FY1998 federal funding (outlays): $2.688 billion (including $423 million in incentive payments).

Participation Data. FY1997: 4.210 million cases (865 million Title IV-A cases and 3.345 million non-Title IV-A cases)—data represent child support enforcement cases in which a collection was made; a case comprises a family head and at least one child.

Child Tax Credit

Authorization. Section 24 of the Internal Revenue Code; permanently authorized.

Program Description. For tax year 1998, families with qualifying children are allowed a credit against their federal income tax of $400 for each qualifying child. For tax years after 1998, the credit increases to $500 per qualifying child. The Child Tax Credit is administered by the Internal Revenue Service.

To qualify for the credit the child must be an individual for whom the taxpayer can claim a dependency exemption. That means the child must be the son, daughter, grandson, granddaughter, stepson, stepdaughter or an eligible foster child of the taxpayer. The child must be under the age of 17 at the close of the calendar year in which the taxable year of the taxpayer begins.

For families with one or two qualifying children, the Child Tax Credit is not refundable. However, because it is calculated before the taxpayer calculates his earned income tax credit (EITC), for families with three or more qualifying children, the child tax credit is refundable. In any given year, the credit cannot exceed: (a) the sum of the taxpayer's regular income tax liability (excluding the EITC) and the taxpayer's share of social security taxes, reduced by (b) the EITC.

The Child Tax Credit is phased out for taxpayers whose adjusted gross incomes (AGIs) exceed certain thresholds. For married taxpayers filing joint returns, the phaseout begins at AGI levels in excess of $110,000, for married couples filing separately the phaseout begins at AGI levels in excess of $55,000, and, for single persons with one qualifying child, the phaseout begins at AGI levels in excess of $75,000. The credit is phased out by $50 for each $1000 (or fraction thereof) by which the taxpayer's AGI exceeds the threshold amounts. Neither the credit amount or the phaseout thresholds are indexed for inflation.

Funding. In FY1998, the Child Tax Credit will reduce federal income tax revenue by an estimated $2.7 billion. In fiscal year 1999, when the credit is fully phased in, it will reduce federal income tax revenue by an estimated $18 billion.

Participation Data. No participant data are available.

Civil Service Child Survivor Benefits

Authorization. 5 U.S.C. 8341 & 8443; permanently authorized.

Program Description. Cash benefits are paid to the children of deceased federal civil service employees and deceased civil service annuitants. A child must be unmarried and must be: (1) under age 18; (2) under age 22 if regularly pursuing a full-time course of study; or (3) any age and incapable of self-support due to physical or mental incapacity incurred prior to age 18. If a civil service employee dies after completing at least 18 months of civilian service, or dies after retiring under the Civil Service Retirement System (CSRS) or the Federal Employees' Retirement System (FERS), each surviving child is entitled to an annuity that is adjusted annually to account for increases in the Consumer Price Index—offset by any Social Security children's benefits attributable to the parent's federal service where the parent was covered by the FERS. The CSRS and the FERS are administered by the federal Office of Personnel Management.

If there is a surviving spouse or former spouse who is the natural or adoptive parent of the child, each child receives an annuity equal to the smallest of:

(1) 60% of the average pay for the highest-paid 3 years of service of the employee divided by the number of children;
(2) $4,128 per year (in 1998) per surviving child; or
(3) $12,384 per year (in 1998) divided by the number of children.

If a civil service employee dies after completing at least 18 months of service, or dies after retiring under the CSRS or FERS, and is *not* survived by a spouse or former spouse, each surviving child is entitled to an annuity equal to the smallest of:

(1) 75% of the average pay for the highest-paid 3 years of service of the employee divided by the number of children;
(2) $4,956 per year (in 1998) per surviving child; or
(3) $14,868 per year (in 1998) divided by the number of children.

Funding. Federal employees contribute a percentage of their salaries to the trust fund from which these payments are made. All payments are made with federal funds and are paid directly to the surviving children or their legal guardians on a monthly basis. Estimated FY1998 federal funding (benefit outlays): $63.7 million for children under age 19.

Participation Data. Total number of children under age 19 receiving child survivor annuities as of September 1998: 15,843 (or 50% of the total number of persons receiving benefits.)

Earned Income Tax Credit (EITC)

Authorization. Section 32 of the Internal Revenue Code; permanently authorized.

Program Description. The Earned Income Tax Credit (EITC) offers cash aid and/or tax relief to working parents with relatively low incomes who care for dependent children. The EITC is the only federal cash aid available to all working poor families with children. It is payable in two ways: (1) as a reduction in federal income tax liability and/or (2) as a direct payment from the federal Treasury. Most credits are paid in the second form, as "refunds." They go to persons who owe either no federal taxes or amounts smaller than their credits. These people receive lump-sum credits in the form of Treasury checks. A small minority of EITC claimants receive advance credits with their paychecks (negative "withholding") after filing a Form W-5 with their employers. Credits generally are disregarded in federally assisted public assistance programs, although, under the Temporary Assistance for Needy Families (TANF) block grant, states may treat EITC payments as they wish.

Credit amounts for families with children depend on their earned income, adjusted gross income (AGI), and number of children. The average credit for tax year 1998 is estimated at $1,810 per family. The basic credit in 1998 is 34% of the first $6,680 of annual earnings (40% of the first $9,390 for families with two or more children). Thus, the maximum EITC amounts in 1998 are $2,271 for a one-child family, and $3,756 for a larger family. The credit phases out at a rate of 15.98 cents per dollar when AGI exceeds $12,260 (21.06 cents for families with more than one child). The credit disappears at an AGI of $26,473 (one-child family) and $30,095 (larger families). The earnings subject to the credit and the AGI phaseout levels rise annually with inflation.

families with children and lost revenue (tax expenditures) are estimated at $28.3 billion.

Funding. For tax year 1998, direct payments to

Participation Data. An estimated 15.7 million families claimed the credit for tax year 1998.

Federal Black Lung Benefits (Dependents and Survivors)

Authorization. Black Lung Benefits Act (Title IV of the Federal Coal Mine Health and Safety Act); permanently authorized.

Program Description. The Black Lung Benefits Act provides for monthly cash payments to coal miners totally disabled by coal workers' pneumoconiosis (black lung disease), and to their survivors in case of death from black lung. Cash benefits are tax-free and adjusted periodically when federal salary levels change. Black-lung-related medical costs also are covered.

Cash payments are increased from the normal monthly benefit for one recipient (37.5% of the salary level of a GS-2 federal employee) if there are dependent children. In the case of a disabled miner with dependent children, a surviving spouse with dependent children, and surviving orphans, cash benefits can range up to double the payment for one recipient (up to 75% of a GS-2 federal salary). Benefits on account of or to a child continue until the child reaches age 18 or marries, whichever occurs first; however, they can continue beyond age 18 if the child is a student or is disabled for Social Security purposes.

Black lung disability benefits are administered by the Social Security Administration for claims filed before 1974 ("Part B" claims), and by the Department of Labor's Office of Workers' Compensation Programs for those filed later ("Part C" claims).

Funding. Part B cash payments are funded through annual appropriations to the Social Security Administration. Part C payments are funded by the Black Lung Disability Trust Fund, which in turn is financed with a special tax on coal sales and, if necessary, loans from the Treasury. However, in the few cases where a responsible coal mine operator has been identified as liable, the mine operator must pay benefits. In most cases, the Treasury makes monthly payments directly to beneficiaries on behalf of the Social Security Administration or the Trust Fund. In FY1998, part B cash payments (for all beneficiaries) totaled $.6 billion and part C cash payments from the trust fund (for all beneficiaries) added up to $.4 billion.

Participation Data. According to the most recent estimates of Social Security Administration and Department of Labor staff, children in black lung cases, as primary beneficiaries (survivors) or dependents, totaled approximately 10,000 in 1997, out of a total of some 225,000 beneficiaries.

General Assistance to Indians

Authorization. Snyder Act of 1921; permanently authorized.

Program Description. General Assistance to Indians (GAI) provides cash assistance for needy Indians and Alaskan Natives who are members of a tribe or Indian village that is recognized by the federal government (or who are at least one-fourth degree blood quantum descendants of a tribal member). In addition, in Alaska and Oklahoma, a tribal member must have at least a one-fourth degree or more Indian or Native blood quantum for eligibility. Recipients must live in Alaska or Oklahoma, or on (or near) an Indian reservation in other states with a federally recognized tribe. As of spring 1998, recognized tribes lived in 34 states, and the GAI program operated in 25 of them. The program is administered by the Bureau of Indian Affairs (BIA) of the Department of the Interior.

GAI helps needy persons and families with children who do not receive other federal or state aid, generally because they do not fit into an eligible category relating to family structure, employment status, age, or disability. For GAI, families must meet the income and resource tests of their state cash welfare program of Temporary Assistance for Needy Families (TANF), successor to the Aid to Families with Dependent Children (AFDC) program. Furthermore, they must live in an area where a state/local program of general cash assistance is not available or is not provided on the same basis to all residents. However, they may receive GAI payments while their applications are pending for TANF or the federal program of Supplemental Security Income (SSI) for the aged, blind, or disabled. Able-bodied adults must "actively seek" and accept available local employment, but parents caring full time for a preschool child are exempt.

Under BIA regulations, maximum benefits for families with children equal those paid to a TANF family of the same size in the given state. For a family of three persons, maximum GAI benefits ranged in July 1998 from $120 monthly in Mississippi to $923 in Alaska.

Note: The 1996 welfare reform law (P.L. 104-193) allows Indian tribes to operate their own tribal family assistance programs, with special work and time limit rules. As of mid-December 1998, 19 tribes or confederations of tribes had received approval to operate their own TANF programs.

Funding. The program is funded by the federal government. Estimated FY1998 federal funding (obligations): $68.4 million spent on behalf of children and adults.

Participation Data. Estimated FY1998 monthly average participation: 47,000 persons (adults and children); separate participant data on children are not available.

Income Tax Exclusion For Dependent Care Assistance

Authorization. Section 129 of the Internal Revenue Code; permanently authorized.

Program Description. The federal income tax exclusion for dependent care assistance programs allows a taxpayer to exclude from his or her income a limited amount of payments for dependent care made under an employer's dependent care assistance program. This income is not subject to federal income or payroll taxes. Payments for dependent care qualify for the income exclusion if the payments are for the care of a dependent child under the age of 13 or for a spouse or dependent who is physically or mentally incapable of caring for himself or herself. The dependent care must be provided to allow a taxpayer (or taxpayer's spouse, if married) to work.

Dependent care payments excluded from a taxpayer's income are limited to the lesser of (a) $5,000 a year ($2,500 if a taxpayer is married and files a separate income tax return), or (b) the earned income of the taxpayer or, if lower, the taxpayer's spouse. In calculating the earned income limitation, earned income is imputed to a nonworking spouse who is a full-time student for at least 5 months or who is physically or mentally disabled. For each month that a nonworking spouse is a full-time student or disabled, $200 of earned income is imputed to the spouse if there is one child or dependent in the household; $400 is imputed to the spouse if there are two or more children or dependents in the household.

The income exclusion is allowed for dependent care that is paid for or provided by an employer, and, in order to claim the exclusion, the taxpayer must include the taxpayer identification number of the care provider(s) on his or her tax return. Payments for dependent care also can be made from employer or employee contributions to a "flexible spending account" (FSA). The tax benefits for employee contributions to an FSA are provided through a reduction in the amount of wages and salary that are subject to federal income and payroll taxes. Unused contributions to an FSA are forfeited to the employer at the end of the year. An employer's dependent care assistance program cannot discriminate in favor of highly compensated employees, and no more than 25% of the benefits paid by an employer may be provided to shareholders or owners who own more than 5% of the business. The amount of work-related expenses taken into account in calculating the Child and Dependent Care Tax Credit (Section 21 of the tax code, described separately) must be reduced by the amount excluded from a taxpayer's income under the Income Exclusion for Dependent Care Assistance Programs.

This income exclusion is administered by the Internal Revenue Service of the Department of the Treasury.

Funding. The Income Exclusion for Dependent Care Assistance Programs is a tax expenditure. For FY1998, the exclusion reduced federal tax payments by an estimated $910 million. The amount that is for the care of children is not available.

Participation Data. No participant data are available.

Income Tax Exemptin for Dependents

Authorization. Section 151 of the Internal Revenue Code; permanently authorized.

Program Description. When calculating their federal income tax, a taxpayer and his or her spouse are each allowed a personal exemption. In addition, a taxpayer is allowed a "dependency" exemption for each dependent. Five tests must be met in order to claim someone as a dependent: (1) the individual must live with the taxpayer for the entire year as a member of the taxpayer's household or be related to the taxpayer; (2) the individual's gross income must be less than the exemption amount, unless the person is under the age of 19 or a full-time student for at least five months and under the age of 24; (3) over half of the individual's support must be furnished by the taxpayer (with certain exceptions for children of divorced parents); (4) the individual must not have filed a joint income tax return; and (5) the individual must be a citizen or resident of the United States or a resident of Canada or Mexico. A U.S. citizen can claim an exemption for an adopted child who is not a U.S. citizen, provided the other exemption tests are met. An individual who can be claimed as a dependent on another taxpayer's return cannot claim a personal exemption on his or her own tax return.

For tax year 1998, a deduction of $2,700 is allowed for each personal and dependency exemption. The exemption amounts are adjusted annually for inflation. The combined amount of all exemptions that a taxpayer may claim is reduced by 2% for each $2,500 (or fraction thereof) by which the taxpayer's adjusted gross income (AGI) exceeds a given threshold amount. The threshold amounts for 1998 are $186,800 for taxpayers filing a joint return, $155,650 for heads of household, and $124,500 for single individuals. These threshold amounts are adjusted annually for inflation.

The personal and dependency exemptions are administered by the Internal Revenue Service of the Department of the Treasury.

Funding. The exemption for children reduces the federal income tax of families with dependent children. For tax year 1995 (the most recent year for which data are available), the exemptions claimed for children reduced federal income tax payments by an estimated $25-$30 billion.

Participation Data. For tax year 1995 (the most recent year for which data are available), 74.9 million exemptions for children were claimed.

Military Survivor Benefit Plan

Authorization.10 U.S.C. 1447 et seq.; permanently authorized.

Program Description. The Survivor Benefit Plan (SBP) is a voluntary program available upon retirement eligibility to members of the military service. It replaced the Retired Serviceman's Family Protection Plan, under which benefits are still being paid to certain survivors. The plan is designed to provide financial assistance to eligible survivors of military retirees (or retirement-eligible members); retired members of the Coast Guard and commissioned officers of the Public Health Service and National Oceanic and Atmospheric Administration also are eligible to participate. A retiree is automatically enrolled in the SBP at the maximum level of coverage. When the retiree dies, his or her beneficiaries receive monthly annuities for as long as the they remain eligible. Benefits are subject to certain cost of living adjustments and may be integrated with Social Security or Department of Veterans' Affairs benefits.

Spouses are by far the most frequent recipients of SBP annuities. A military retiree may, however, designate as the recipient(s) a child or children, a spouse and child(ren), a former spouse, or a former spouse and child(ren). Eligibility for and the amount of benefits generally depends upon the coverage selected by the retiree, the retiree's status (i.e., retired from active duty or the Reserve Components – including the National Guard), age at which the retiree dies, and the relationship of the survivor to the retiree.

The SBP is administered by the Department of Defense (DoD) and each of the military services.

Funding. A retiree participating in the SBP usually has a portion of his or her retired pay deducted. The amount of the deduction is determined by the level of coverage and type of coverage the retiree selects. These deductions defray approximately 60% of the cost of the plan. DoD-appropriated funds transferred from the military personnel budget accounts to the military retirement fund make up the rest. Estimated FY1998 federal funding (obligations): $1.67 billion for payments to all survivors.

Participation Data. At the end of FY1997, the average number of deceased retiree families collecting SBP benefits was 223,386.

Social Security Dependents' Benefits

Authorization. Title II of the Social Security Act; permanently authorized.

Program Description. Social Security cash benefits are paid to the dependent children of retired or disabled workers who are entitled to Social Security benefits, and to dependent children of deceased workers who have worked long enough in employment covered by Social Security to be insured for survivors' benefits. Children are paid directly or through a representative payee, such as a surviving parent, other relative, or guardian. The amount of the benefit is a percentage of the worker's basic benefit: 50% for the child of a retired or disabled worker and 75% for the child of a deceased worker (both subject to a family maximum). The average benefit per child under 18 in FY1998 was an estimated $342 per month. Benefits are increased in accordance with increases in the Consumer Price Index. The administering agency is the Social Security Administration.

Funding. A worker becomes insured for benefits through employment covered under the social security law. Coverage is generally compulsory. Payroll taxes on workers' earnings up to a statutory maximum each year are withheld and matched by employers. Self-employed persons pay taxes on their earnings annually up to the same maximum as employees, but at a rate that is roughly twice the employee rate. All taxes are credited to the social security trust funds. In addition, the trust funds receive credit for revenue generated by the income taxation of social security benefits. The trust funds may disburse funds only for: (1) monthly benefits when the worker retires, becomes disabled, or dies (including a financial interchange with the railroad retirement system); and (2) administrative expenses for each program. Estimated FY1998 federal funding (outlays): $16.7 billion for payments to dependent children ($12.2 billion for those under 18).

Participation Data. FY1998: 3.8 million children in current payment status (3 million children under 18).

Standard Deduction and Personal/Dependency Amounts for Children 14 & Over or Students; Alternative Minimum Tax Treatment of Certain Minor Children

Authorization. Sections 63(c) and 59(j) of the Internal Revenue Code; permanently authorized.

Program Description and Funding. Tax policy generally holds that for tax purposes dependent children are not completely separate from their parents. Therefore, there are often limitations on the kinds and amounts of income that dependent children (age 14 and older) and students can receive tax free—including limitations imposed by restricting personal exemptions and standard deductions. The standard deduction for children and dependent students is the greater of $700 for tax year 1998 (regardless of composition of earned and unearned income; adjusted for inflation in future tax years) or the sum of $250 and earned income, but not to exceed the full standard deduction amount ($4,250 for tax year 1998; adjusted for inflation in future tax years). Thus, children/students with earned incomes greater than $700, but less than the standard deduction amount and who have small amounts of unearned income (up to $250) do not pay tax, and a return is not necessary unless required in order to reclaim amounts withheld in taxes.

The Taxpayer Relief Act of 1997 provided that the alternative minimum tax (AMT) exemption for children under age 14 is the lesser of $33,750 or the child's earned income plus $5,000 (indexed for inflation after 1998). In general, this is more liberal AMT treatment than provided others. Prior law provided that the AMT exemption of a child under age 14 was equal to the unused AMT exemption of the child's custodial parent and limited to earned income plus $1,000 (indexed for inflation).

Funding. Both the personal exemption and the standard deduction are considered part of a normalized tax structure and are not considered to be tax expenditures. The Taxpayer Relief Act's change in the AMT was estimated to decrease federal revenues by $2 million in FY1998 and $38 million in FY1999.

Participation Data. No participant data for these tax provisions are available.

Supplemental Security Income (SSI)

Authorization. Title XVI of the Social Security Act; permanently authorized.

Program Description. The Supplemental Security Income (SSI) program assures a minimum level of monthly cash income for needy aged, blind, or disabled adults, and blind or disabled children – as long as they have few liquid assets (the *countable* asset limit is $2,000 for an individual and $3,000 for a couple). The aged are defined as persons 65 years and older. The blind are individuals with visual acuity of 20/200 or less with the use of a correcting lens in the person's better eye, or those with tunnel vision of 20 degrees or less. Disabled individuals generally are those unable to engage in any substantial gainful activity by reason of a medically determined physical or mental impairment expected to result in death or that has lasted, or can be expected to last, for a continuous period of at least 12 months.

A child under age 18 may qualify as disabled if he or she has an impairment that results in "marked and severe" functional limitations. The income of the child's parents also is considered in determining the child's SSI eligibility and payment, and the child's resources are deemed to include resources of the parent(s), that exceed $2,000 (single parent) or $3,000 (two parents).

The federal SSI benefit standard (guarantee) for persons with no countable income is $494 per month for an individual living independently or for a child living with parents ($741 for a couple living independently). SSI maximum benefits are higher in 26 states and the District of Columbia because these jurisdictions supplement the federal benefit. In October 1997, SSI benefits averaged $476 for a blind child and $464 for a disabled child. Federal SSI benefits are increased each January to reflect price inflation. Many SSI recipients have other income; their countable income is subtracted from the federal SSI guarantee amount to determine SSI eligibility and benefit amount. In most states, SSI eligibility confers automatic eligibility for Medicaid. Moreover, SSI recipients living alone or in a household where all members receive SSI benefits are categorically eligible for food stamps.

The SSI program is administered by the Social Security Administration and operates in the 50 states, the District of Columbia, and the Northern Mariana Islands.

Funding. Federal SSI benefits are financed through annual federal appropriations (with general revenue funds); federal SSI administrative costs are initially paid via the Social Security trust fund account, but the trust fund is later reimbursed from the SSI appropriation. States that provide supplemental payments to the federal SSI benefit may administer the supplement themselves or pay a user fee to have the Social Security Administration administer it for them. In FY1998, federal funding (outlays) for all SSI benefit payments amounted to $27.6 billion; of total benefits, an estimated $5.3 billion were for children.

Participation Data. FY1998: 6.255 million recipients, 959,000 (15.3%) of whom were blind or disabled children.

Temporary Assistance for Needy Families (TANF)

Authorization. Title IV-A of the Social Security Act, as established, through FY2002, by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193). The law directly appropriates "such sums" as needed for fixed block grants for each fiscal year, FY1996-2002.

Program Description. Effective at various times in FY1997 (July 1 at latest) TANF block grants to states replaced the matching grant programs of Aid to Families with Dependent Children (AFDC), Emergency Assistance and Job Opportunities and Basic Skills Training. The stated purpose of TANF is to increase flexibility of states in operating a program to: aid needy families so that children (generally, those under 18, with a state option to extend the age limit to 19 in certain cases) may be cared for in their own homes or those of relatives; end dependence of needy parents on public benefits; prevent and reduce the incidence of out-of-wedlock pregnancies and establish goals for this; and encourage formation and maintenance of two-parent families.

TANF block grants give states freedom to set benefit levels and decide what categories of families to help. With some exceptions, states are free to design many other program elements, such as the kind of assistance provided (e.g., child care). However, they must impose a 5-year lifetime limit on TANF-funded benefits and require parents and caretakers to engage in work, as defined by the state, after a maximum of 24 months of aid. They are forbidden to give TANF to unmarried parents under age 18 unless they live under adult supervision. They must deny TANF to unwed minor parents without a high school diploma if they do not attend school. And TANF parents must assign child support rights to the state. During the first 9 months of FY1997, AFDC/TANF benefits averaged $366 monthly per family, $132 per individual. For full funding, states must spend on behalf of TANF-eligible families each year a sum of their own funds equal to at least 75% of what they spent on AFDC families in FY1994 (their "historic" level). For full funding, states also must achieve specified rates of participation in countable "work activities." These work participation rates rise eventually to 50% of all recipient families (including 90% of two-parent families). The basic TANF block grant earmarks no funds for any specific program component.

TANF programs are administered by states and local governmental units (services also may be provided through contracts with charitable, religious or private organizations). In addition, as of mid-December 1998, 19 Indian tribes had received approval to operate their own tribal assistance programs, with funds deducted from their state's TANF grant. The program operates in the 50 states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands. At the federal level, it is administered by the Administration for Children and Families of the Department of Health and Human Services.

Funding. Annual federal *grants* to states have been established at $16.5 billion. Estimated FY1998 federal funding (outlays): $13.3 billion.

Participation. Estimated monthly average enrollment in the first 9 months of FY1998: 6.5 million children in 3.3 million families.

Unemployment Compensation (Dependents' Allowances)

Authorization. The Federal Unemployment Tax Act; Titles III, IX, and XII of the Social Security Act; and the Federal-State Extended Unemployment Compensation Act of 1970; permanently authorized.

Program Description. The Unemployment Compensation (UC) system has two main objectives: (1) to provide temporary and partial wage replacement to involuntarily unemployed workers who were recently employed; and (2) to help stabilize the economy during recessions. The Department of Labor oversees the system, but each state has its own program. Because federal law defines the District of Columbia, Puerto Rico, and Virgin Islands as "states" for the purposes of UC, there are 53 state programs.

The states set weekly benefit amounts as a fraction of the individual's average weekly wage up to a state-determined maximum. The regular state UC programs usually provide up to 26 weeks of benefits. The permanent federal-state extended benefits (EB) program provides up to 13 additional weeks in states where the *insured* unemployment rate (the rate among those covered by the UC system) is relatively high. A state opting to use its *total* unemployment rate to trigger EB eligibility can provide from 13 to 20 weeks of extended benefits depending on the unemployment rate. In certain cases, state matching dollars are required.

Thirteen state programs provide *dependents' allowances for children.* Nine of these states also provide dependents' allowances for nonworking spouses. Allowances vary by definition of dependent and amount provided. In general, a dependent must be wholly or mainly supported by the claimant, or living with or receiving regular support from the claimant. Seven states pay a fixed amount per dependent, but rates vary with earnings or basic benefit amounts in the other states. Allowances per dependent range from $1 to $88 per week up to a total for all dependents as high as $181 per week as of January 1998.

Funding. Unemployment compensation is based on a claimant's recent work history. It is funded by employer payroll taxes. Tax receipts are credited to the federal unemployment trust funds. Funds are withdrawn by the states as needed to pay benefits, and state trust fund accounts are charged for these withdrawals. Estimated FY1998 federal funding (outlays) for all UC benefit payments regardless of dependency status, including extended benefits: $20.3 billion.

Participation Data. Estimated number of persons receiving at least 1 week of benefits in FY1998: 7.3 million. No data are available on dependents; estimate is for the whole UC program.

Veterans' Dependency and Indemnity Compensation

Authorization.38 U.S.C. 1301 et seq.; permanently authorized.

Program Description. The dependency and indemnity compensation (DIC) program of the Department of Veterans Affairs (VA) provides direct payments to surviving spouses, unmarried children and certain parents of veterans and active duty military personnel who die on or after January 1, 1957, as a result of a service-connected disability. Payments are also made on behalf of veterans who die as a result of nonservice-connected causes if the veteran was totally disabled for a certain period of time prior to death.

To qualify for children's benefits under the DIC program, a child must be: (1) under age 18; (2) under age 23 and attending a VA-approved school; or (3) incapable of self-support because of a mental or physical incapacity appearing before age 18. Most children's benefits increase amounts paid to the eligible surviving spouse. In 1998, the basic rate of a surviving spouse is increased by $1,476 per month for each eligible child. The monthly rate for an eligible child between age 18 and 23, who is attending school full-time is $485, with lesser amounts for part-time education or training.

Funding. Estimated FY 1998 federal funding (outlays): $234.2 million for all cases involving at least one child beneficiary of any kind.

Participation Data.FY1997: 34,065 children of all ages (as of September 1997) were receiving survivor benefits, based on the death of an eligible veteran.

Veterans' Nonservice-Connected Pensions

Authorization. 38 U.S.C. 1501 et seq.; permanently authorized.

Program Description. The Department of Veterans Affairs (VA) makes direct payment of pensions to needy spouses and unmarried children of wartime veterans whose income and assets fall below certain annually adjusted guidelines. The veteran must have had at least 90 days of military service, at least 1 day of which was during a period of war.

To receive childrens' benefits based upon a veteran's eligibility for a wartime service pension, a child must be: (1) under age 18; (2) under age 23 and attending a VA-approved school; or (3) a person incapable of self-support because of a mental or physical incapacity appearing before age 18.

The amount of the child's payment from the pension program depends upon the countable income of the beneficiary. In 1998, the program provides an annual pension of $11,349 for an eligible veteran and one child, and $1,478 for each additional child. These amounts are reduced by the annual countable income of all beneficiaries on a dollar-for-dollar basis. Cost-of-living adjustments (COLAs) are automatically provided annually at the same time and at the same rate as COLAs for social security benefits.

In addition to the pension benefits for *living* veterans, surviving spouses receiving pensions are eligible for increased payments if they have dependent children in their custody. These children of *deceased* veterans drawing wartime service pensions must meet the eligibility criteria described above. If the veteran left a spouse with one dependent child, the annual payment is $7,607 in 1998, with $1,476 added for each additional dependent.

Funding. Estimated FY1998 payments: $2.307 billion to eligible veterans and $3.053 billion to eligible survivors; separate amounts for children or families with children are not available.

Participation Data. FY1998: average caseload of veterans receiving pensions—409,000; average caseload of survivors—304,000. The number of children included as dependents among these cases is not available.

Veterans Service-Connected Disability Compensation

Authorization. 38 U.S.C. 1101 et seq.; permanently authorized.

Program Description. The Department of Veterans Affairs (VA) pays compensation to veterans found to have a disability (or to have aggravated an existing disability) traceable to a period of military service, if VA finds the disability to entail some potential loss to earnings capacity. Compensable ratings are given in increments of 10% (the lowest and most frequent rating is 10%), and 100% the highest. The veteran must have a discharge under other than dishonorable conditions, and the claimed disability (1) may not be due to the veteran's abuse of alcohol or drugs; (2) willful misconduct; or (3) based solely on a disability that is predicated on the veteran's use of tobacco products. VA compensation is not subject to federal or state income tax.

Veterans whose service-connected disabilities are rated by VA at 30% or greater are entitled to additional allowances for dependents, including dependent children. The amount of additional allowance is determined according to the severity of the disability and the number of dependents. In 1998, additional monthly allowances for each dependent child range from $18 to $60.

Dependent children of veterans totally disabled from a service-connected condition are also eligible for education assistance. Benefits may be awarded for various degree programs, and may include special tutorial assistance for children with learning deficiencies, or with mental or physical disabilities that impair the pursuit of an educational program. Basic benefits for full-time attendance are $485 monthly.

In addition, beginning with FY1998, children with spina bifida who are born to veterans who had served in Vietnam, are eligible for monthly compensation under the service-connected disability program of $205; $715; or $1,226, depending on the severity of the disability, and such children may be granted additional assistance for educational or vocational rehabilitation.

Funding. Estimated FY1996 payments to veterans eligible for additional benefits because of dependent children: $1.825 billion; the amount payable because of these children is unknown. For FY1998, $21 million in compensation to children with spina bifida was estimated. No information is available on expenditures for dependent children under the education benefits provisions.

Program Participation. At the end of FY1996, there were 374,219 children of all ages listed as eligible dependents of those veterans whose disabling condition is rated at 30% or greater. For 1998, there are an estimated 2000 cases of compensation payable for spina bifida. There is no separate information on the children receiving education benefits.

Workers' Compensation for Federal Employees (Dependents and Survivors)

Authorization. The Federal Employees' Compensation Act (5 U.S.C. 8101, et seq.); permanently authorized.

Program Description. The Federal Employees' Compensation Act (FECA) authorizes monthly cash payments to federal employees suffering work-related injuries, and to survivors in cases of work-related death. Cash benefits are tax-free and adjusted annually for changes in the Consumer Price Index. The cost of medical care for injured workers also is covered.

Cash payments to injured employees and surviving spouses are increased if there is a dependent child. For injured employees, payments are increased, from the normal two-thirds of pre-injury pay, to 75% if the injured employee has one or more dependent children. Payments to surviving spouses are increased, from the normal half of pre-injury pay, to 60% if there is one dependent child, or to 75% if there are two or more dependent children.

Surviving dependent children receive cash payments in their own right if there is no surviving spouse—ranging from 40% of pre-injury pay for one surviving child to 75%, shared equally, if there are four or more surviving children.

Cash payments on account of or to a dependent child continue until the child reaches age 18 or marries, whichever occurs first; however, payments can continue past age 18 if the child is in school (through age 22) or if the child is incapable of self-support because of a disability.

FECA benefits are administered by the Department of Labor's Office of Workers' Compensation Programs, with the cooperation of employing agencies.

Funding. FECA benefits are funded through annual appropriations from the Treasury and transfers of funding from employing agencies to cover costs incurred for their employees. The Treasury makes monthly payments directly to beneficiaries. In FY1998, total FECA obligations for cash benefits (to all employees and survivors) were an estimated $1.4 billion

Participation Data. According to the most recent Department of Labor staff estimates, a monthly average of approximately 35,000 cases on the FECA rolls in FY1997 included children as primary beneficiaries or dependents, out of a total of some 75,000 long- and short-term cases with wage losses.

Table 1D. Selected Target Groups of Children: Income Support

Program	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)
		Restricted to	Emphasis on	
Child and dependent care tax credit	under 13	no	no	children of taxpayers with income from work
Child support enforcement	all ages	no	yes	children with absent parents
Child tax credit	under 17	no	yes	
Civil service child survivor benefits	all ages	no	no	survivors of federal employees
Earned income tax credit (EITC)	all ages	yes	yes	dependents of workers
Federal black lung benefits (dependents and survivors)	all ages	no	no	dependents & survivors of parents with black lung
General assistance to Indians	all ages	yes	yes	Indian children on or near reservations
Income tax exclusion for dependent care assistance	under 13	no	no	children of taxpayers with income from work
Income tax exemption for dependents	all ages	no	no	dependents of taxpayers
Military survivor benefit plan	all ages	no	no	survivors of military retirees & retirement eligibles
Social security dependents' benefits	all ages	no	no	children of retired, disabled & deceased workers
Standard deduction & personal/dependency amounts for children 14 & over or students; alternative minimum tax treatment of certain minor children	adolescents & those under 14	no	no	adolescents and students with unearned or earned income and certain minors under 14
Supplemental Security Income (SSI)	all ages	yes	yes	disabled and blind
Temporary Assistance for Needy Families (TANF)	all ages	yes	yes	

Program	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)
		Restricted to	Emphasis on	
Unemployment compensation (dependents)	all ages	no	no	children of unemployed workers
Veterans dependency/indemnity compensation	all ages	no	no	survivors of service members & veterans
Veterans nonservice-connected pensions	all ages	yes	yes	dependents & survivors of wartime veterans
Veterans service-connected disability compensation	all ages	no	no	dependent children
Workers compensation for federal employees (dependents & survivors)	all ages	no	no	dependents & survivors of disabled Federal employees

Table 2D. Participation: Income Support

(in thousands)

Program	FY95	FY96	FY97	Represents data on
Child and dependent care tax credit	5,943	5,979	N/A	Income tax returns claiming credit in tax years 1995 & 1996
Child support enforcement	3,385	3,504	4,210	families with children
Child tax credit	N/A	N/A	N/A	
Civil service child survivor benefits	17	16	15	children under 19
Earned income tax credit (EITC)	N/A	N/A	15,300	families with children in tax year 1997
Federal Black lung benefits (dependents and survivors)	N/A	N/A	10	children
General assistance to Indians	50	45	46	children and adults
Income tax exclusion for dependent care assistance	N/A	N/A	N/A	
Income tax exemption for dependents	75,000	N/A	N/A	dependent children in tax year 1995
Military survivor benefit plan	205	216	223	families
Social security dependents' benefits	3,700	3,800	3,800	children
Standard deduction & personal/dependency amounts for children 14 & over or students; alternative minimum tax treatment of certain minor children	N/A	N/A	N/A	
Supplemental Security Income (SSI)	974	1,018	930	blind or disabled children
Temporary Assistance for Needy Families (TANF)[a]	9,300	8,700	7,500	children
Unemployment compensation (dependents)	7,900	8,100	7,500	children & adults
Veterans dependency/indemnity compensation	N/A	N/A	34	children
Veterans nonservice-connected pensions	307	306	305	survivors of all ages
Veteran's service-connected disability compensation	N/A	375	N/A	dependent children
Workers compensation for federal employees (dependents and survivors)	N/A	N/A	35	cases with children

[a]These figures generally represent participation under TANF's predecessor, the Aid to Families with Dependent Children (AFDC) program.

Table 3D. Funding: Income Support

Program	*Funding level ($ in millions)* FY96	FY97	FY98	Funding data for	Represent funding for
Child and dependent care tax credit	2,580	2,515	2,510	tax expenditure	working families with dependents
Child support enforcement	2,390	2,856	2,688	outlays	program administration
Child tax credit	N/A	N/A	2,700	tax expenditure	families with children under 17
Civil service child survivor benefits	62	60	64	outlays	children under 19
Earned income tax credit (EITC)	N/A	27,200	28,300	outlays and tax expenditure	families with children
Federal black lung benefits (dependents and survivors)	1,200	1,100	1,000	outlays	children & adults
General assistance to Indians	61	64	68	obligations	children & adults
Income tax exclusion for dependent care assistance	775	860	910	tax expenditure	working families with dependents
Income tax exemption for dependents	N/A	N/A	N/A	tax exemption	
Military survivor benefit plan	1,505	1,607	1,670	obligations	children & adults
Social security dependents benefits	11,500	11,900	12,200	outlays	children under 18
Standard deduction & personal/dependency amounts for children 14 & over or students; alternative minimum tax treatment of certain minor children	N/A	N/A	N/A	N/A	
Supplemental Security Income (SSI)	4,944	5,416	5,297	outlays	children
Temporary Assistance for Needy Families (TANF)[a]	12,698	12,665	13,284	outlays	families with children
Unemployment compensation (dependents)	22,780	21,050	20,300	outlays	children & adults
Veterans dependency/indemnity compensation	N/A	N/A	234	outlays	cases with children
Veterans nonservice-connected pensions	3,074	3,045	3,053	outlays	children & adult survivors
Veterans service-connected disability compensation	1,825	N/A	N/A	outlays	children & adults
Workers compensation for federal employees (dependent and survivors)	1,400	1,400	1,400	outlays	children & adults

[a]For FY1996 and FY1997, figures generally represent spending under TANF's predecessor, the Aid to Families with Dependent Children (AFDC) program.

Table 4D. Program Administration and Selected Funding Characteristics: Income Support

Program	Federal/state/local administration	Entitlement status	State admin. cost cap	Indexation	Match requirement
Child and dependent care tax credit	Treasury/IRS	entitlement	N/A		N/A
Child support enforcement	HHS/states/agencies	entitlement			yes
Child tax credit	Treasury/IRS	entitlement	N/A		N/A
Civil service child survivor benefits	OPM	entitlement	N/A	yes	N/A
Earned income tax credit (EITC)	Treasury/IRS	entitlement	N/A	yes	N/A
Federal black lung benefits (dependents and survivors)	DOL & SSA	entitlement	N/A	yes	N/A
General assistance to Indians	Interior (BIA)	entitlement			
Income tax exclusion for dependent care assistance	Treasury/IRS	entitlement	N/A		N/A
Income tax exemption for dependents	Treasury/IRS	entitlement	N/A	yes	N/A
Military survivor benefit plan	DOD	entitlement	N/A	yes	N/A
Social security dependents' benefits	SSA	entitlement	N/A	yes	
Standard deduction & personal/dependency amounts for children 14 and over or students; alternative minimum tax treatment of certain minor children	Treasury/IRS	entitlement	N/A	yes	N/A
Supplemental Security Income (SSI)	SSA	entitlement		yes	N/A
Temporary Assistance for Needy Families (TANF)	HHS/states/agencies	entitlement to states	15%		yes[a]
Unemployment compensation (dependents)	DOL/states	entitlement			
Veterans dependency/indemnity compensation	VA	entitlement			N/A
Veterans nonservice-connected pensions	VA	entitlement	N/A	yes	N/A
Veterans service-connected disability compensation	VA	entitlement	N/A		N/A
Workers compensation for federal employees (dependent and survivors)	DOL	entitlement	N/A	yes	N/A

[a]In order to receive their federal grant, states must spend a sum equal to at least 75% of their previous spending on Aid to Families with Dependent Children (AFDC).

Table 5D. Committee Reporting Most Recent Legislation and Appropriations: Income Support

Program	Senate committees		House committees	
	Authorizing committees	Appropriations subcommittees	Authorizing committees	Appropriations subcommittees
Child and dependent care tax credit	Finance	N/A	Ways and Means	N/A
Child support enforcement	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Child tax credit	Finance	N/A	Ways and Means	N/A
Civil service child survivor benefits	Governmental Affairs	N/A	Govt. Reform	N/A
Earned income tax credit (EITC)	Finance	N/A	Ways and Means	N/A
Federal Black lung benefits	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
General assistance to Indians	Indian Affairs	Interior	Resources	Interior
Income tax exclusion for dependent care	Finance	N/A	Ways and Means	N/A
Income tax exemption for dependents	Finance	N/A	Ways and Means	N/A
Military survivor benefit plan	Armed Services	Defense	Armed Services	National Security
Social Security dependents' benefits	Finance	N/A	Ways and Means	N/A
Stand deduction and dependency amounts	Finance	N/A	Ways and Means	N/A
Supplemental Security Income (SSI)	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Temporary assistance for needy families	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Unemployment compensation	Finance	N/A	Ways and Means	N/A
Veterans dependency/indemnity compensation	Veterans Affairs	VA-HUD	Veterans Affairs	VA-HUD
Veterans nonservice-connected pension	Veterans Affairs	VA-HUD	Veterans Affairs	VA-HUD
Veterans service-connected compensation	Veterans Affairs	VA-HUD	Veterans Affairs	VA-HUD
Workers compensation for federal employees	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED

NUTRITION

Child And Adult Care Food Program (CACFP)

Authorization. Section 17 of the National School Lunch Act; permanently authorized.

Program Description. Public and private nonprofit non-residential child care, after-school, and Head Start *centers* receive federal cash subsidies for each meal or snack meeting federal nutrition standards that they serve to enrolled children (up to two meals and one snack per child each day). In addition, they receive federal commodity assistance. Inflation-indexed federal cash subsidies to centers vary by the type of meal served (breakfast, lunch/supper, snack) and whether it is served free, at a reduced price (no more than 40 cents for a lunch/supper, 30 cents for a breakfast, and 15 cents for a snack), or at full price (as set by the center). For July 1998- June 1999, the subsides range from almost $2 for a free lunch/supper to 4 cents for a full-price snack. Free meals/snacks are provided to children from families with income below 130% of the federal income poverty guidelines; reduced-price meals/snacks are available to children with family income between 130% and 185% of the poverty guidelines; and "full-price" meals/snacks (which are subsidized to a small extent) are served to those who are ineligible for free or reduced-price meals/snacks or do not apply for them.

Separately, cash subsidies are provided to participating family day care *homes* (smaller than centers and typically serving four to six children). Day care homes receive subsidies that are inflation-indexed but generally do *not* differ by individual children's family income. Instead, there are two subsidy rates that depend on the home's location or the provider's income. Homes located in lower-income areas or operated by lower-income providers receive higher cash subsidies for all meals/snacks they serve (e.g., $1.65 for each lunch/supper for July 1998-June 1999). Other homes receive much lower cash subsidies for meal/snacks they serve (e.g., $1 for lunches/suppers for July 1998-June 1999).

At the federal level, the CACFP is administered by the Agriculture Department's Food and Nutrition Service. At the state level, it is administered by a state agency chosen by the state. At the local level, administration is the responsibility of child care centers and their sponsors and sponsors of day care homes (homes' sponsors receive separate payments for administrative tasks). The Agriculture Department may waive rules set by regulation and, to improve program operations, a limited number of rules established in law (if there are no federal costs).

Federal Funding. Federal assistance to day care centers and homes is provided through payments to the states, which then pass it on to centers and their sponsors and sponsors of homes based on the number and type of meals/snacks served. Centers and homes are entitled to a cash subsidy for each meal/snack served, and all subsidy rates are adjusted annually for inflation. Federal funds are provided through annual appropriations based on the estimated number and type of meals/snacks to be served. Estimated FY1998 federal funding (obligations): $1.55 billion.

Participation Data. In FY1998, some 35,000 centers with an average daily attendance of 1.55 million children participated, and almost 180,000 day care homes received subsidies for an average daily attendance of about 970,000 children.

Commodity Assistance for Child Nutrition

Authorization. Sections 6 and 14 of the National School Lunch Act permanently authorize a guaranteed level of commodity assistance, and require, through FY2003, that Agriculture Department (USDA) or Commodity Credit Corporation (CCC) commodities or funds be used to meet this guarantee when sufficient funds are not appropriated for this purpose. [Other authorities include: Section 32 of the Act of August 24, 1935; Sections 4 and 5 of the Agriculture and Consumer Protection Act of 1973; Section 416 of the Agriculture Act of 1949.]

Program Description. Each state is entitled to receive a specified amount of commodity assistance for every lunch served under the federally subsidized school lunch, child and adult care, and summer food service programs. If available from CCC stocks or surplus purchases, commodities also must be provided to the school breakfast program. Commodities include perishable (meat, poultry, fish, fruits, and vegetables) and nonperishable items (dairy products, grains, oils, and peanut products). In most cases, commodities are delivered to state commodity distribution agencies, which either pass them along to local recipient agencies (e.g., schools) in the forms provided by the USDA, or contract with processors to have them made into end-products (e.g., into pizza or pasta). In some cases, recipient agencies may receive cash in lieu of commodities, or commodity letters of credit (CLOC) authorizing them to buy commodities that the USDA has designated for donation to child nutrition programs. "Bonus" commodities also may be made available to states for child nutrition programs. These are commodities that are donated over and above the amount needed to meet the guaranteed level of commodity support. All children in participating programs, regardless of income, are eligible to receive meals containing USDA commodities. At the federal level, this program is administered by the Food and Nutrition Service of the USDA.

Funding. Commodity support for each lunch served under the school lunch, child and adult care food, and summer food service programs is based on a legislatively set rate per meal, which is annually adjusted for inflation. Assistance is determined by multiplying the total number of lunches served in the preceding school year (July-June) by the per-meal rate of assistance. Not less than 12% of school lunch program support must be provided in the form of commodities. If not available from inventories, commodities must be bought for programs to meet the entitlement, and funds are appropriated or transferred to ensure the full level of assistance. Estimated FY1998 value of commodities and cash-in-lieu of commodities: $748 million (excluding "bonus" commodities donated at the Department's discretion).

Participation Data. Average daily FY1998 participation in programs receiving commodity support: *school meal programs,* 26.5 million children in the school lunch program and 7.1 million children in the school breakfast program; *child/adult care food program centers,* 1.55 million children; *summer food program,* 2.3 million children.

Commodity Supplemental Food Program (CSFP)

Authorization. Sections 4 and 5 of the Agriculture and Consumer Protection Act of 1973, as amended; authorized through FY2002. [Other authority: Food and Agriculture Act of 1977, as amended]

Program Description. As the precursor to the Special Supplemental Nutrition Program for Women, Infants, and Children (the WIC program), the Commodity Supplemental Food Program (CSFP) continues to operate through 81 projects. The program provides federally purchased commodities to states which in turn distribute them to local agencies serving low-income pregnant, postpartum, and nursing mothers, infants and children through age 5, and low-income elderly persons (age 60 or older). Foods provided under the program consist of an array of U.S. Department of Agriculture (USDA) commodities which include surplus cheese, nonfat dry milk, canned fruits and vegetables and juices, canned beef, peanut butter, and cereal. Six types of food packages reflecting the health and nutritional needs of a category of participants are available. "Bonus" commodities are distributed in addition to the regularly authorized food package commodities at the Agriculture Department's discretion. To qualify for the CSFP, participants must meet the categorical requirements (i.e., age or maternity status) and have incomes that qualify them for other federal, state, or local programs for lower-income persons. States also may require a determination of "nutritional risk." One cannot participate in both the CSFP and WIC program at the same time, although the programs may exist in the same area. The CSFP is administered at the federal level by the Food and Nutrition Service (FNS) of the Agriculture Department, and, at the local level, by 20 state agencies (including the District of Columbia and two Indian tribal organizations).

Funding. States distribute federally purchased commodities to local recipient agencies serving CSFP participants. The amount and variety of commodities are determined by the U.S. Department of Agriculture, based on appropriations and commodities available from the Commodity Credit Corporation and surplus stocks. States receive federal funding equal to 20% of the annual appropriation for the CSFP to administer the program. Estimated FY1998 funding (obligations including food costs and administrative expenses, but not the value of "bonus" commodities): $89 million.

Participation Data. FY1998 estimate: 105,000 infants and children; 23,000 women; and 249,000 elderly persons.

Food Stamps

Authorization. Food Stamp Act; authorized through FY2002.

Program Description. The Food Stamp program provides a monthly supplement to the food purchasing power of low-income individuals and families. Benefits, in the form of food stamp coupons or "electronic benefit transfer" (EBT) cards, are used to purchase food for home consumption and, in certain cases, prepared meals or food-related items such as seeds and plants for growing food at home. Puerto Rico's separate nutrition assistance program, funded by a federal block grant authorized under the Food Stamp Act, grants benefits in the form of cash.

The program's eligibility and benefit rules are federally established and, with few exceptions, nationally uniform. The Food Stamp Act allows waiver of rules established by regulation and waiver of legislatively set rules for demonstration projects. Eligibility normally depends on a household's monthly cash income and liquid assets; however, most adult household members also must fulfill certain work/training requirements and some categories of persons (e.g., most noncitizens and postsecondary students) are ineligible. The program generally assists households with gross monthly incomes below 130% of the federal poverty guidelines and liquid assets below $2,000; recipients of cash welfare benefits normally are automatically eligible for food stamps. Monthly benefit allotments vary by household size, income, and living expenses; in FY1998, they averaged $71 a person. Benefits and income eligibility standards are indexed for inflation annually.

Administration of the food stamp program is the responsibility of the Agriculture Department's Food and Nutrition Service at the federal level. State and local welfare departments carry out actual eligibility and benefit determinations under federal rules and issue monthly benefits.

Federal Funding. All food stamp benefit costs are borne by the federal government, in addition to its own administrative costs and just over half of state/local administrative expenses and costs related to employment/training programs for recipients. States and localities finance the remaining administrative and employment/training expenditures. An estimated 81% of food stamp benefits are provided to households with children. In FY1998, estimated federal funding (obligations) for *benefits* to households with children was nearly $15 billion (including benefits in Puerto Rico).

Participation Data. According to the most recently released Agriculture Department survey of food stamp households (for FY1997), households with children made up 58% of all participating households, participants in these households (including adults) represented about 80% of all recipients, and children under age 18 accounted for 51% of all recipients. Including 1.2 million persons in Puerto Rico, average monthly participation by people of *all ages* was 21 million in FY1998.

School Breakfasts

Authorization. Section 4 of the Child Nutrition Act; permanently authorized.

Program Description. The School Breakfast program provides cash assistance to elementary and secondary schools and residential child care institutions (RCCIs) for breakfast service to children. All public and private nonprofit schools and RCCIs are eligible to participate. Participating institutions must provide breakfasts that meet nutrition criteria set by the U.S. Department of Agriculture, assure that all children in a school/RCCI have access to subsidized breakfasts, and offer breakfasts free or at a reduced price (no more than 30 cents) to lower income children. Children from families with incomes at or below 130% of the federal poverty guidelines are eligible for free breakfasts; those from families with incomes above 130%, but not more than 185%, of the guidelines are eligible for reduced-price breakfasts; and children from families with incomes above 185% of the guidelines (or whose families do not apply for free or reduced-price meals) may buy "full-price" breakfasts (at prices set by the school/RCCI) that receive the smallest federal subsidy. Federal subsidies vary according to whether a breakfast is served free, at a reduced price, or at full price, and slightly higher rates are paid to "severe need" schools/RCCIs with high proportions of lower-income children. In the 1998-1999 school year, cash subsidies range from just of $1 for each free breakfast in severe need schools/RCCIs to 20 cents for full-price breakfasts.

At the federal level, the program is administered by the Agriculture Department's Food and Nutrition Service; at the state/local level, administration is the responsibility of state education departments and local school districts. The Agriculture Department may waive rules set by regulation and, to improve program operations, a limited number of rules established in law (if there are no federal costs).

Federal Funding. Federal assistance to schools/RCCIs is provided through payments to the states, which then pass on the subsidies to schools and RCCIs based on the number and type of meals they have served. Participating schools/RCCIs are entitled to a cash subsidy for each meal served—varied by whether the breakfast was served free, at a reduced price, or at full price. Schools/RCCIs receive at least a minimal cash subsidy for *all* meals served, and all subsidy rates are established in law and adjusted annually for inflation. Federal funds are provided through annual appropriations based on the estimated number and type of meals to be served. Estimated FY1998 federal funding (obligations): $1.26 billion.

Participation Data. In FY1998, some 65,000 schools enrolling 34 million children operated subsidized breakfast programs, as well as almost 6,000 RCCIs with nearly 300,000 children. Average daily participation in school year 1997-1998 was 7.1 million children. Children receiving free breakfasts averaged 5.6 million a day; those getting reduced-price breakfasts averaged almost 500,000 a day, and those buying full-price breakfasts averaged 1 million a day.

School Lunches

Authorization. Sections 4 and 11 of the National School Lunch Act; permanently authorized.

Program Description. The School Lunch program provides cash and commodity assistance to elementary and secondary schools and residential child care institutions (RCCIs) for lunch service to children. All public and private nonprofit schools and RCCIs are eligible to participate. The program requires that meals meet nutrition standards set by the U.S. Department of Agriculture, that all children in a school/RCCI have access to subsidized lunches, and that children from lower income families be offered lunches free, or at a substantially reduced price (not more than 40 cents per lunch). Children with family incomes at or below 130% of the federal poverty guidelines are eligible for free lunches. Those in families with incomes above 130% of the guidelines, but not more than 185% of the guidelines, are eligible for reduced-price meals. Children whose family income does not qualify them for, or whose families do not apply for, free or reduced price meals may buy "full-price" lunches (at prices set by the school/RCCI) that receive the smallest federal subsidy. Federal subsidies vary based on whether a lunch is served free, at a reduced price, or at full price, and slightly higher rates are paid to schools/RCCIs with a high proportion of lower-income children. In the 1998-1999 school year, federal subsidies (including both cash and 15 cents worth of commodity assistance, which is discussed earlier in this report) range from just over $2 for each free lunch in schools with a high proportion of lower-income children to 33 cents for full-price lunches.

At the federal level, the program is administered by the Agriculture Department's Food and Nutrition Service. State/local administrative responsibilities lie with state education departments and local school districts. The Agriculture Department may waive rules set by regulation and, to improve program operations, a limited number of rules established in law (if there are no federal costs).

Federal Funding. Federal assistance to schools/RCCIs is provided through payments to the states, which then pass on the subsidies to schools and RCCIs based on the number and type of meals they have served. Participating schools/RCCIs are entitled to a cash subsidy for each meal served – varied by whether the lunch was served free, at a reduced price, or at full price. Schools/RCCIs receive at least a minimal cash subsidy for *all* meals served, and all subsidy rates are established in school lunch law and adjusted annually for inflation. Commodity assistance also is provided for each lunch served (see the separate description of commodity assistance later in this report). Federal funds are provided through annual appropriations based on the estimated number and type of meals to be served. Estimated FY1998 federal funding (obligations for cash school lunch assistance): $5.2 billion.

Participation Data. In FY1998, over 90% of schools and RCCIs received school lunch subsidies – some 91,000 schools enrolling 47 million children and almost 6,000 RCCIs enrolling nearly 300,000 children. Average daily participation in school year 1997-1998 was 26.5 million children. Children receiving free lunches averaged 13 million a day; those receiving reduced-price lunches averaged 2.2 million a day; and those buying full-price lunches averaged 11.3 million a day.

Special Milk Program

Authorization. Section 3 of the Child Nutrition Act; permanently authorized.

Program Description. The Special Milk program provides federal subsidies for milk served to all children in participating public and private nonprofit schools and child care institutions that do *not* participate in other federal child nutrition programs, and to children in split-session kindergarten programs in all schools choosing to participate. All children, regardless of family income, attending a participating school or institution may receive federally subsidized milk. Each half-pint served is federally subsidized at a different rate depending on whether it is served free or not—but provision of free milk is not required. For the 1998-1999 school year, half pints are subsidized at 13 cents each, or at their average cost (typically about 2-3 cents more) if served free.

The Special Milk program is administered at the federal level by the Food and Nutrition Service of the U.S. Department of Agriculture. At the state/local level, it is administered by state education departments. The Agriculture Department may waive rules set by regulation and, to improve program operations, a limited number of rules established in law (if there are no federal costs).

Federal Funding. Federal assistance to participating schools and child care institutions is provided through payments to the states, which then pass on the subsidies to schools and institutions based on the number and type of half-pints of milk served. Schools and institutions are entitled to a cash subsidy for each half-pint of milk served, and the subsidy rate is adjusted annually for inflation. Federal funds are provided through annual appropriations based on the estimated number and type of half-pints to be served. Estimated FY1998 federal funding (obligations): $18 million.

Participation Data. In FY1998, about 10,000 schools and other outlets served 131 million subsidized half-pints of milk (6% free) to an estimated 700,000 children.

Special Supplemental Nutrition Program For Women, Infants, and Children (the WIC Program)

Authorization. Section 17 of the Child Nutrition Act; authorized through FY2003.

Program Description. The special supplemental nutrition program for women, infants, and children (the WIC program) provides nutritious supplemental foods to pregnant and postpartum women, infants, and children through age 4, who are at nutritional risk because of inadequate nutrition (as determined by a professional authority) and inadequate income. Eligible recipients must pass two eligibility tests—a determination that they are at "nutritional risk" and a determination that their family income is below 185% of the federal poverty guidelines (although states may set lower limits). In addition to monthly food packages, beneficiaries receive nutrition education, health counseling and referrals, and other related services. Food packages are provided either in the form of actual food items, or vouchers valid for purchases of specific food items in retail stores. Items in the WIC package may include milk, cheese, eggs, infant formula, cereals, and fruit or vegetable juices. Tailored food packages provide specified types and amounts of food appropriate for six categories of participants: infants from birth through 3 months; infants from 4-12 months; women and children with special dietary needs; children 1–4 years of age; pregnant and nursing mothers; and postpartum nonnursing mothers. In FY1998, average per-person federal costs were $32 a month for food benefits and $11 a month for nutrition services and administration.

The program is administered by the Agriculture Department's Food and Nutrition Service and state and local health agencies. The Agriculture Department may waive regulations and rules established in law (if there are no federal costs).

Federal Funding. Federal funds are provided as grants to state health agencies and participating Indian tribal organizations. State/Indian agencies then allocate the funds among local agencies (e.g., local health clinics, hospitals) according to their relative need. Federal support is not an entitlement, is dependent on annual appropriations, and is allocated by formula among state and Indian agencies. As a result, individual WIC agencies may not have funds to serve all eligible persons who apply. The bulk of federal funding for the WIC program consists of money allocated to state/Indian WIC agencies for food costs (taking into account agency needs to maintain and expand their caseload). Additional dollars are allocated to state/Indian agencies to pay for necessary nutrition services and administrative costs (using an annually adjusted per-participant amount). And some funds are set aside for specific program purposes—program evaluations, technical assistance, pilot projects, migrant worker programs, and a small WIC farmers' market nutrition program. Money provided to states operating farmers' market nutrition programs must be matched by the state (states must provide state, local, or other non-federal funds equal to at least 30% of the program's cost); no match is required for other WIC funds. Estimated FY1998 federal funding (obligations): $3.9 billion.

Participation Data. In FY1998, average monthly WIC participation was 7.36 million persons: 1.73 million women, 1.88 million infants, and 3.75 million children.

Summer Food Service

Authorization. Section 13 of the National School Lunch Act; authorized through FY2003.

Program Description. The Summer Food Service program provides funds for local public and private nonprofit "service institutions" running youth/recreation programs. They receive federal cash subsidies and some food commodities for providing food service during the summer in lower-income areas—or, in some instances, for food service provided during periods when school is not in session during the regular school year. Participating service institutions may be schools, government agencies, and, with some restrictions, private nonprofit organizations that run summer programs or day camps. Summer camps, colleges and universities in the National Youth Sports program, and other institutions also can participate to the extent they serve lower-income children. Service institutions generally get subsidies for each meal/snack served, and the subsidies are the same for all lunches/suppers ($2.02 for the summer of 1998), breakfasts ($1.19 for the 1998 summer), and snacks (48 cents for the 1998 summer program). Subsidies normally do not vary by the recipient child's family income. In addition to payments for meals served, summer service institutions receive payments for administrative and operating costs.

At the federal level, the program is administered by the Agriculture Department's Food and Nutrition Service. At the state level, it is administered by a state agency chosen by the state. At the local level, administration is the responsibility of schools and other local sponsors. The Agriculture Department may waive rules set by regulation and, to improve program operations, a limited number of rules established in law (if there are no federal costs).

Federal Funding. Federal assistance to participating summer service institutions is provided through payments to the states, which then pass on the subsidies to summer program operators based on the number and type of meals/snacks served. Summer program operators are entitled to a cash subsidy for each meal/snack served, and all subsidy rates are adjusted annually for inflation. Federal funds are provided through annual appropriations based on the estimated number and type of meal/snacks to be served. Estimated FY1998 federal funding (obligations): $270 million.

Participation Data. In the summer of 1998, some 3,500 service institutions operating nearly 30,000 sites provided subsidized meals and snacks to 2.3 million children.

Table 1E. Selected Target Groups of Children: Nutrition

Program	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)
		Restricted to	Emphasis on	
Child and adult care food program (CACFP)	preschool	no	yes	in child care
Commodity assistance for child nutrition	preschool & school age	no	yes	in school, child care & camps
Commodity supplemental food program (CSFP)	infants and preschool	yes	yes	
Food stamps	all ages	yes	yes	added benefits for dependent care expenses
School breakfasts	school age	no	yes	in school
School lunches	school age	no	yes	in school
Special milk program	preschool & school age	no	yes	in school & child care
Special supplemental nutrition program for Women, Infants, and Children (WIC)	infants & preschool	yes	yes	recipients at "nutritional risk"
Summer food service	school age	no	yes	in summer programs, residential camps

Table 2E. Participation: Nutrition

(in thousands)

Program	FY95	FY96	FY97	Represents data on
Child care and adult care food program (CACFP)	2,300	2,360	2,370	children
Commodity assistance for child nutrition	N/A	N/A	N/A	
Commodity supplemental food program (CSFP)	164	137	127	women, infants, & children
Food stamps	13,570	13,000	12,300	children
School breakfasts	6,300	6,600	6,900	children
School lunches	25,600	25,900	26,300	children
Special milk program	N/A	N/A	700	children
Special supplemental nutrition program for women, infants, and children (the WIC program)	6,900	7,200	7,400	women, infants, & children
Summer food service	2,100	2,200	2,300	children

Table 3E. Funding: Nutrition

Program	*Funding level ($ in millions)* FY96	FY97	FY98	Funding data for	Represents funding for
Child and adult care food program (CACFP)	1,600	1,600	1,550	obligations	children
Commodity assistance for child nutrition	680	698	748	obligations	children
Commodity supplemental food program (CSFP)	87	92	89	obligations	woman, infants, & children
Food stamps	19,000	16,800	14,800	obligations	benefits for households with children
School breakfasts	1,100	1,200	1,300	obligations	children
School lunches	4,800	5,000	5,200	obligations	children
Special milk program	19	18	18	obligations	children
Special supplemental nutrition program for women, infants, and children (WIC)	3,700	3,800	3,900	obligations	women, infants, & children
Summer food service	260	260	270	obligations	children

Table 4E. Program Administration and Selected Funding Characteristics: Nutrition

Program	Federal/state/local administration	Entitlement status	State admin. cost cap	Indexation	Match requirement
Child and adult care food program (CACFP)	USDA/states/agencies	entitlement		yes	
Commodity assistance for child nutrition	USDA/states/agencies	entitlement		yes	
Commodity supplemental food program (CSFP)	USDA/states/agencies	non entitlement		no	
Food stamps	USDA/states/agencies	entitlement		yes	yes
School breakfasts	USDA/states/agencies	entitlement		yes	
School lunches	USDA/states/agencies	entitlement		yes	yes
Special milk program	USDA/states/agencies	entitlement		yes	
Special supplemental nutrition program for women, infants and children (WIC program)	USDA/states/agencies	non entitlement		no	
Summer food service	USDA/states/agencies	entitlement		yes	

Table 5E. Committee Reporting Most Recent Legislation and Appropriation: Nutrition

Program	Senate committees		House committees	
	Authorizing committees	Appropriations subcommittees	Authorizing committees	Appropriations subcommittees
Child and adult care food program	Agri, Nutri, & Forestry	Agriculture	Educ & the Workforce	Agriculture
Commodity assistance for child nutrition	Agri, Nutri, & Forestry	Agriculture	Educ & the Workforce	Agriculture
Commodity supplemental food program (CSFP)	Agri, Nutri, & Forestry	Agriculture	Agriculture	Agriculture
Food stamps	Agri, Nutri, & Forestry	Agriculture	Agriculture	Agriculture
School breakfasts	Agri, Nutri, & Forestry	Agriculture	Educ & the Workforce	Agriculture
School lunches	Agri, Nutri, & Forestry	Agriculture	Educ & the Workforce	Agriculture
Special milk program	Agri, Nutri, & Forestry	Agriculture	Educ & the Workforce	Agriculture
WIC	Agri, Nutri, & Forestry	Agriculture	Educ & the Workforce	Agriculture
Summer food service	Agri, Nutri, & Forestry	Agriculture	Educ & the Workforce	Agriculture

SOCIAL SERVICES

Abandoned Infants Assistance

Authorization. Title I of the Abandoned Infants Assistance Act; authorized through FY2001.

Program Description. This Act authorizes the Secretary of the Department of Health and Human Services (DHHS) to make demonstration grants for a range of services for infants and young children who are medically cleared for discharge from acute hospital settings, but who remain hospitalized because of a lack of appropriate out-of-home placement alternatives, particularly those with AIDS. Grants are awarded to public and nonprofit private organizations to develop, implement and operate programs relating to the foster care and residential care of such infants and young children.

Projects can include: preventing the abandonment of these children; identifying and addressing the needs of these children; assisting these children to reside with their natural families or foster families; recruiting and training foster families; carrying out residential care programs; implementing respite care programs; and recruiting and training health and social service personnel to work with these children, their families, and foster care families. The Act also authorizes support for residential service centers to provide support to these children.

This program is administered by the Administration for Children, Youth, and Families of the DHHS. The DHHS may provide training and technical assistance to organizations in applying for grants and/or developing projects once approved for a grant. Amendments enacted in 1996 (P.L. 104-235) direct the Secretary of DHHS to give priority to grant applicants located in states that have developed and implemented procedures for the expedited termination of parental rights and adoptive placement of infants determined to be abandoned under state law.

Funding. Grants are given to public and nonprofit private organizations, who have agreed that a case plan (as defined for children under the Social Security Act's Title IV-E foster care program) will be drawn up for each child placed in foster homes or other types of nonmedical residential care away from their parents. FY1998 federal funding (appropriations): $12.3 million.

Participation Data. No participant data are available.

Abstinence Education Block Grant

Authorization. Section 912 of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193); authorized through FY2002.

Program Description. This program is a block grant to the states for the purpose of providing abstinence education, and—at the option of the state—mentoring, counseling, and adult supervision to promote abstinence from sexual activity. The law specifies that programs should focus on groups which are most likely to bear children out-of-wedlock. The law defines "abstinence education" as an educational or motivational program which: (A) has as its exclusive purpose, teaching the social, psychological, and health gains to be realized by abstaining from sexual activity; (B) teaches abstinence from sexual activity outside of marriage as the expected standard for all school age children; (C) teaches that abstinence from sexual activity is the only certain way to avoid out-of-wedlock pregnancy, sexually-transmitted diseases, and other associated health problems; (D) teaches that a mutually faithful monogamous relationship in the context of marriage is the expected standard of human sexual activity; (E) teaches that sexual activity outside of the context of marriage is likely to have harmful psychological and physical effects; (F) teaches that bearing children out-of-wedlock is likely to have harmful consequences for the child, the child's parents, and society; (G) teaches young people how to reject sexual advances and how alcohol and drug use increases vulnerability to sexual advances; and (H) teaches the importance of attaining self-sufficiency before engaging in sexual activity. The program guidance states that projects do not have to equally emphasize all eight elements of the abstinence education definition, but affirms that a project may not be inconsistent with any aspect of the definition. The Maternal and Child Health Bureau (MCHB) of the Department of Health and Human Services (DHHS) administers the Abstinence Education block grant.

Funding. The funds are distributed to the states according to a formula based upon each state's portion of low-income children. FY1998 federal funding (appropriations): $50 million.

Participation. Participant data are not available

Adolescent Family Life (AFL)

Authorization. Title XX of the Public Health Service Act; although its authorization expired at the end of FY1985, Congress has continued the program by means of appropriations law.

Program Description. The Adolescent Family Life (AFL) program is the only federal program specifically designed *both* to encourage adolescents to delay sexual activity and to provide services to alleviate the problems surrounding adolescent parenthood. The AFL program's purpose is to fund demonstration projects that provide either comprehensive models of supportive services for pregnant and parenting adolescents or primary prevention services to discourage early adolescent sexual activity. The supportive services projects serve pregnant adolescents, adolescent parents, their infants, male partners and their families and are required to provide health, education, and social services, either directly or by referral. Prevention demonstration projects serve preadolescents, adolescents and their families and traditionally have included abstinence education programs among grantees. The AFL program also funds research and evaluations. The Office of Population Affairs within the Office of the Secretary of the Department of Health and Human Services administers the AFL program.

Funding. Demonstration grants are awarded on a competitive basis at the federal level. FY1998 federal funding (appropriations): $16.7 million.

Participation. Participant data are not available.

Adoption Assistance

Authorization. Title IV-E of the Social Security Act; permanently authorized.

Program Description. Under this program, states (1) are required to develop adoption assistance agreements with parents who adopt certain children with "special needs"' as defined by the state and (2) may make payments to these parents on behalf of the children. Children assisted under this program must be eligible for Supplemental Security Income (SSI) benefits or have been removed from families that would have been eligible for the Aid to Families with Dependent Children (AFDC) program, as it existed and was administered in their state on July 16, 1996. States may claim federal matching funds for adoption payments made under these agreements. The program also authorizes federal matching funds to states that reimburse the one-time expenses of parents who adopt a child with special needs who is covered by an adoption assistance agreement, whether or not the child is SSI-eligible or would have been AFDC-eligible. Children who have adoption assistance agreements and who are AFDC- or SSI-eligible are deemed eligible for Medicaid in the state where they live. Under amendments enacted in 1997 (P.L. 105-89), states also must provide health insurance coverage (although not necessarily under the Medicaid program) for special needs adopted children who are covered by state-funded adoption assistance programs, but who are not AFDC- or SSI-eligible and therefore, not eligible for federal adoption assistance.

A child with special needs is defined as one with a specific condition or situation, such as ethnic background, age, membership in a sibling group, or mental or physical handicap, which prevents placement without assistance. Before designating a child as having special needs, the state must determine that the child cannot or should not be returned to his or her family and that reasonable efforts have been made to place the child without providing assistance. The adoption assistance program is administered by the Administration for Children, Youth, and Families of the Department of Health and Human Services (DHHS).

Under Section 1130 of the Social Security Act, the Secretary of DHHS may grant waivers of most provisions of Title IV-E.

Funding. States are entitled to claim federal matching funds for adoption assistance payments, based on the state's Medicaid program federal matching rate. They may claim a 50% federal match for related child placement and administrative costs and a 75% match for training costs. Adoption assistance payments are made in accordance with an adoption assistance agreement that stipulates the amount to be paid and additional services or assistance to be provided. Payment amounts are determined on the basis of the adoptive parents' circumstances and the child's needs, but cannot exceed the amount the child would receive for maintenance in a foster family home. Payment amounts may be adjusted based on changed circumstances. The payments may continue until the child is 18; if the child is mentally or physically handicapped, payments may continue until age 21, at state option. FY1998 federal funding (appropriations): $707 million.

Participation Data. The Administration estimates an average monthly caseload of 140,400 children in FY1998.

Adoption Incentive Payments

Authorization. Title IV-E of the Social Security Act; authorized through FY2003.

Program Description. Under this program, states may qualify for incentive payments that may be used for any purpose authorized under Title IV-B (child and family services) or Title IV-E (foster care and adoption assistance) of the Social Security Act. Incentive payments are based on the number of increased adoptions of foster children and children with special needs in the state, as compared with the number in a previous year. For each additional adoption, the state is eligible for an incentive payment of $4,000 (or $6,000 for each additional adoption of a special needs child).

Funding. FY1998 federal funding (appropriations): None. (Authorization for this program begins with FY1999, at $20 million annually).

Participation Data. No participation data are available.

Adoption Opportunities

Authorization. Title II of Child Abuse Prevention and Treatment and Adoption Reform Act; authorized through FY2001.

Program Description. The Adoption Opportunities Act sponsors various projects to facilitate and encourage the adoption of children with special needs; that is, children who are considered hard to place for adoption due to race, age, handicap, or membership in a sibling group. Projects supported by this Act include a national adoption information exchange to link prospective adoptive parents with children who are free for adoption, technical assistance to states and local and private agencies in improving adoption practices, and information to groups and individuals who are interested in adopting special needs children. The program is administered by the Administration for Children, Youth and Families of the Department of Health and Human Services.

Funding. Federal funding for demonstration projects is provided to state and local government agencies or public and private nonprofit agencies. FY1998 federal funding (appropriations): $23 million.

Participation Data. No participant data are available.

Adoption Tax Credit and Employee Adoption Benefits Exclusion

Authorization. Sections 23 and 137 of the Internal Revenue Code. For the adoption of domestic special needs children, the credit is a permanent part of the income tax code. However, the tax credit provision as it applies to non-special needs children sunsets for amounts paid or incurred after December 31, 2001. The tax exclusion for amounts received under an employer program runs from January 1, 1997 until its expiration after December 31, 2001.

Program Description. The tax code, as administered by the Internal Revenue Service, provides a dollar-for-dollar tax credit for adoption expenses and an income exclusion for benefits received under employer-sponsored adoption assistance programs; both are capped at $5,000 per child ($6,000 in the case of children with special needs, but $5,000 in the case of foreign special needs adoptions). Covered expenses may be incurred over several years, and this nonrefundable tax credit may be carried forward for 5 years. Employer-provided adoption assistance must be received under an established employer-sponsored adoption assistance program. Both the tax credit and tax exclusion amounts are reduced for taxpayers with high adjusted gross income. For incomes over $75,000, the amounts are reduced by the percentage that the excess over $75,000 is of $40,000. The amounts are fully phased out for taxpayers whose incomes exceed $115,000.

The tax credit and tax exclusion amounts are available for qualified adoption expenses, which include reasonable and necessary adoption fees, court costs, attorney fees, and other expenses directly related to a legal adoption. Qualified domestic adoption expenses paid in one year are not taken into account for tax credit purposes until the following year unless the expenses are incurred in the same year that the adoption is finalized. In the case of expenses for a foreign adoption, eligibility is established and the tax benefits conferred only when the adoption is finalized. The provisions are unavailable for expenditures contrary to state or federal law, a surrogate parenting arrangement, expenses associated with the adoption of a spouse's child, or for those who have attained age 18 unless the adoptee is physically or mentally incapable of self care.

The law prohibits double benefits. Thus, the same expenses are not to be taken when claiming the tax credit, benefits exclusions, or other tax deductions or credits. Married couples are required to file a joint return to be eligible for the credit. The Treasury Secretary is permitted to establish by regulation procedures so that unmarried taxpayers who adopt a single child and who have qualified adoption expenses have the same dollar limitation as a married couple.

Funding. The adoption credit and employee adoption benefits exclusion are part of the federal income tax structure. No direct funding is provided. Revenue losses are estimated to be $400 million per year for FY1998 through FY 2001 then dropping to $200 million in FY2002 for a total loss in federal revenues of $1.7 billion for FY1998 through 2002.

Participation Data. No participant data are available.

AmeriCorps

Authorization. The National and Community Service Act; authorized through FY1996 (NCSA). NCSA programs continued to be funded through VA/HUD appropriations acts.

Program Description. This program, administered by the Corporation for National and Community Service (and also referred to as AmeriCorps Grants or AmeriCorps* State and National Direct), consists of a network of community service programs for individuals who are 17 or older, citizens or permanent residents of the United States, and are either high school graduates or individuals who have agreed to achieve a general equivalency degree. AmeriCorps programs must address educational, public safety, human, or environmental needs through services that provide a direct benefit to the community. Since FY1997, the Corporation has established a priority for services to children and youth within each of these four areas.

Participants are eligible to receive an educational award upon successful completion of service. The educational award for a full-time term of service (i.e., 1700 hours in a period of 10-12 months) is $4,725, and half of that amount (approximately $2,362) per part-time term of service. Although individuals can serve more than two terms, they can earn no more than two full or partial educational awards.

In addition to educational awards, all programs receiving AmeriCorps funding must provide participants with an annual living allowance of at least $8,340 and no more than twice that amount (the living allowance must at least be equivalent to the average annual living allowance received by VISTA volunteers and cannot exceed 200% of the VISTA allowance). If needed, participants also receive health coverage and child care assistance.

Funding. Educational awards are entirely federally funded. The Corporation provides 85% of the minimum living allowance, and participating programs pay for the remainder of the living allowance from non-federal funds. Corporation funds may be used to pay up to 85% of health care costs and 100% of child care costs. The Corporation also pays 67% of other program costs (e.g., operating and administrative costs). FY1998 federal funding (appropriations): $227 million.

Participation Data. No data are available on children and youth served by AmeriCorps.

Child Abuse State Grants

Authorization. Title I of the Child Abuse Prevention and Treatment Act; authorized through FY2001.

Program Description. The Child Abuse Prevention and Treatment Act (CAPTA) authorizes grants to states to help improve their child protective service systems. There are no income or other eligibility requirements for assistance under the Act, and the program is intended to help children of any age. States must meet certain requirements to receive CAPTA funds, such as having mandatory reporting systems and preserving the confidentiality of victims. Under amendments enacted in 1996, states also must establish at least three citizen review panels, composed of community representatives, to evaluate state and local child protection activities. At the federal level, CAPTA is administered by the Administration for Children and Families of the Department of Health and Human Services.

Funding. Grants to states are allocated based on each state's population of children under age 18. FY1998 federal funding (appropriations): $21 million.

Participation Data. There are no data on participants in these programs.

Child Care And Development Block Grant (CCDBG)

Authorization. Omnibus Budget Reconciliation Act of 1990, as amended by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193); authorized through FY2002.

Program Description. This program provides block grants to states to subsidize the child care expenses of low-income families. States must use no less than 4% of their total allotments each year for activities to provide comprehensive consumer education, to increase parental choice, and to improve the quality and availability of child care (such as resource and referral services). States may use up to 5% of their total allotments for administrative costs. Remaining funds are used for child care services for low-income families, provided on a sliding-fee-scale basis. To be eligible for funding, states must have child care licensing requirements in effect (although federal law does not dictate what these requirements should be or what providers should be covered) and must have health and safety requirements in effect that apply to all providers receiving CCDBG funds. These requirements must cover physical premises safety, caregiver training, and control of infectious diseases, although federal law does not dictate the specific contents of the requirements.

Children under age 13 who come from families with income at or below 85% of state median income and reside with parents who are working, attending school, or in a job training program are eligible for services. States must give priority to children in "very low income" families and children with special needs. States are given flexibility in defining very low income and special needs, but also are directed to target 70% of their entitlement funds (see below for explanation of entitlement and discretionary funds) toward welfare families and families transitioning off welfare through work. Remaining entitlement and discretionary funds are primarily intended for families who are not welfare recipients. This program is administered by the Child Care Bureau in the Administration for Children and Families of the Department of Health and Human Services.

Funding. The block grant is funded through both discretionary and entitlement funds. The CCDBG Act authorizes discretionary funds, subject to the annual appropriations process. These funds are allocated to states according to a formula based on the number of children under age 5 and the number of children receiving free or reduced-priced school lunches, as well as state per capita income. No match is required for these discretionary funds. In addition, P.L. 104-193 directly appropriates capped entitlement funds for transfer to and use under the CCDBG. Of these entitlement funds, the first $1.2 billion annually is provided to states according to the relative amounts received by states under child care programs previously authorized under the former Aid to Families with Dependent Children (AFDC) program. These funds also require no match. Remaining entitlement funds are allocated to states according to their relative populations of children under age 13. To receive these funds, states must meet maintenance-of-effort and matching requirements, with the federal matching rate equal to the rate used in the Medicaid program. FY1998 federal funding (appropriations): $3.1 billion total ($1 billion discretionary; $2.1 billion entitlement).

Participation Data. Recent participant data are not available.

Child Welfare Services

Authorization. Title IV-B of the Social Security Act (Subpart 1); permanently authorized.

Program Description. This program supports federal matching grants to states for the provision of child welfare services to children and families, with no federal income eligibility requirements. Services include a wide range of activities, including investigation of child abuse and neglect reports, home-based services for families at risk of losing their children to foster care, other supportive services designed to maintain children in their own homes, removal of children from home if necessary for their protection, financial support and services for children while in foster care, services to reunite children with their families if possible, and adoption assistance or other permanency planning services for children if family reunification is not feasible. The program is administered by the Administration for Children and Families of the Department of Health and Human Services (DHHS).

Section 1130 of the Social Security Act permits the Secretary of DHHS to grant waivers of most of the rules under Title IV-B to up to 10 states, if the waivers promote the program's overall objectives. In 1997, Congress amended this section, to enable the Secretary to grant an additional 10 waivers per year during FY1998 through FY2002. Certain provisions of law may not be waived, including procedural protections for children in foster care, and an eligible child's entitlement to foster care benefits. In general, states have been using these waivers to design demonstrations of new approaches to child welfare services, including subsidized guardianship for relatives and managed care or block grant approaches to local funding. Demonstrations conducted under these waivers must be cost-neutral to the federal government, last no more than 5 years, and include an evaluation component.

Funding. The child welfare services program provides matching grants, at a 75% federal matching rate. Funds are allocated to states on the basis of each state's population under age 21 and its per capita income. There are no federal requirements regarding distribution of funds within the state. FY1998 federal funding (appropriations): $291 million.

Participation Data. States are not required to report detailed information on their use of child welfare services funds, and, therefore, no national data are available regarding services that are funded under this program or participants that are served.

Combating Underage Drinking

Authorization. The Commerce, Justice, State Appropriations Act, FY1998 (P.L. 105-119); continues to be funded under appropriations act authority.

Program Description. Funds for this new program are used for programs and activities to enforce state laws prohibiting the sale, purchase, or consumption of alcoholic beverages to minors, or to prevent and reduce the consumption of alcoholic beverages by minors. The program is administered by the Department of Justice's Office of Juvenile Justice and Delinquency Prevention.

Funding. Each state receives $360,000 for programs and activities under this program. States, territories, and Native American/Alaskan Native communities are eligible to apply for the additional $5 million in discretionary funds. Additional funds are available for training and technical assistance. FY1998 federal funding (appropriations): $25 million.

Participation Data. No participant data are available.

Community-Based Family Resource and Support Grants

Authorization. Title II of the Child Abuse Prevention and Treatment Act; authorized through FY2001.

Program Description. This program provides grants to states to help establish and operate statewide networks of community-based, prevention-focused, family resource and support programs that coordinate a wide variety of resources within each state. States must designate a lead entity to oversee the statewide network, and local programs in the network must provide certain "core" services directly (such as parent education, outreach, referral and follow-up) access to "optional" services (such as adoption counseling, child care, services for families with disabled children, referral to job readiness and educational services, self-sufficiency and life management training, community referral services, and peer counseling). Local programs also must involve parents in their operations. No federal income criteria are established. At the federal level, this program is administered by the Administration for Children and Families of the Department of Health and Human Services.

Funding. Grants to states are allocated based on a two-part formula. Of total funds available (after 1% is reserved for Indian tribes and tribal organizations), 70% of funds are allocated among states according to the state's population of children under age 18. Although there is no direct matching requirement, 30% of funds are allocated according to the amount of nonfederal funds raised by the state for administration by the lead entity, as compared with all other states, and state applications must include a budget of which at least 20% comes from nonfederal cash resources. FY1998 federal funding (appropriations): $32.8 million.

Participation Data Participant data are not available.

Community Services Block Grant (CSBG)

Authorization. Community Services Block Grant Act, as amended by the Coats Human Services Reauthorization Act of 1998; authorized through FY2003.

Program Description. Block grants are provided to states to help support services to ameliorate or eliminate poverty. States are required to pass through at least 90% of funds to local public or nonprofit antipoverty agencies, called Community Action Agencies. Activities include coordination and referral to other programs, as well as direct service provision, such as child care, transportation, employment and education, and self-help projects such as community gardens and housing rehabilitation. At the federal level, the program is administered by the Office of Community Services in the Administration for Children and Families of the Department of Health and Human Services (DHHS).

Funding. Funds are allocated to states according to the relative portion of funds received by each state from the former Community Services Administration (CSA) in FY1981. At least 90% of each state's allotment must be passed through to former CSA grantees, usually local public or private nonprofit Community Action Agencies. States may use no more than $55,000 or 5% of their CSBG allotment for administrative costs. FY1998 federal funding (appropriations): $491 million for all purposes (this does not include an additional $51.6 million appropriated for related programs, including $14 million for the National Collegiate Athletic Association's National Youth Sports Program serving economically disadvantaged youth).

Although the law requires the DHHS to submit an annual report to Congress with information on the aggregate amount of funds sent for each particular purpose or activity specified in the law, and the number of individuals who directly benefitted from such expenditures, the only actual data available are from a voluntary survey of states conducted annually and published by the National Association for State Community Services Programs. This survey is voluntary and responses are incomplete; therefore, its use as a source of national data is limited.

Participation Data. As described above, data on use of CSBG funds and participants served are not currently available.

Department of Defense Child Development Program

Authorization. Prior to 1989, there was no explicit authorizing legislation. Provisions for child care and for authorizing appropriations were enacted in Public Law 101-189 (November 20, 1989), the "Military Child Care Act of 1989" (National Defense Authorization Act for Fiscal Years 1990 and 1991). The provisions of the Military Child Care Act were codified in 1996 as 10 U.S.C. 1791, et seq.

Program Description. Prior to 1978, child care on military installations was handled informally (primarily by military spouses and base-oriented support groups). In 1978, the Department of Defense (DoD) issued directives formally recognizing child care as part of the overall DoD Morale, Welfare and Recreation (MWR) program. These directives authorize child care facilities to receive appropriated (MWR) and nonappropriated funds. In 1989, military child care was placed under the administrative authority of the Deputy Assistance Secretary of Defense (Personnel Support, Families and Education) with implementation tasked to the individual military services (Army, Navy, Marine Corps and Air Force) and Defense Agencies.

Child care is not considered by the DoD to be an entitlement. Child care is provided to support and maintain the readiness of the force, to enhance the quality of life, and to support recruitment and retention of high quality personnel, both military and civilian. The DoD child care system is comprised of child development centers, family child care homes, and school-age care centers. Through these components, children from birth to age 12 can be provided care.

Funding. Funding for child care at DoD installations is provided by appropriated and nonappropriated funds (including fees charged to parents and funds generated from other installation activities). DoD funds about one-half of the centers' operating costs. Parents' fees (set on a school-year basis and subject to adjustment) are based on total family income and 1996-1997 fees ranged from $37 to $94 per week. The average weekly fee is $65. Because there are not enough centers to serve all personnel who need child care, the DoD also trains, certifies, inspects and oversees the provision of family child care in housing on military installations. The DoD may provide direct subsidies for family child care. FY1998 federal funding (budget authority): $315 million.

Participation Data. In FY1997, the DoD operated nearly 800 centers (capacity 74,000) and almost 10,000 family child care homes (capacity almost 59,000). The DoD's school-age program provided before and after school care to over 40,000 children.

Department of Defense Family Advocacy Program

Authorization. Legislative authority for the Department of Defense (DoD) Family Advocacy Program derives from language included in legislation appropriating funds for the DoD.

Program Description. In 1981, a DoD directive established "a coordinated DoD-wide family advocacy program (FAP) for the prevention, identification, evaluation, treatment, follow-up, and reporting" of cases of child abuse and neglect and spouse abuse involving military personnel and their families. The current version of the directive: (1) establishes programs and activities that contribute to healthy lives; (2) promotes early identification and intervention in cases of alleged child and spouse abuse; (3) defines the program as a rehabilitative, not punitive, program; (4) requires the military services to develop a standardized system for gathering and reporting cases of child and spouse abuse; and (5) establishes a Family Advocacy Committee to identify joint-service issues and assist the FAP manager in coordination of special projects. The Coast Guard also participates in the FAP through an agreement between the Secretaries of Defense and Transportation. In 1992, 191 DoD standards were published for the Family Advocacy Program. Beginning with FY1995, Congress also has appropriated funds (e.g., $20 million in FY1997) to provide support to new parents as an effective way to prevent child abuse, and, in 1997, the Services developed a DoD-wide model for the New Parent Support Program.

The FAP is administered by each of the services (Army, Navy, Marine Corps, Air Force and Coast Guard). The Office of the Assistant Secretary of Defense for Force Management and Personnel has overall responsibility for the program. The Office of Family Policy and Support provides policy, program guidance, and oversight of the DoD FAP. And, within the Coast Guard, the program is administered by both the Office of Personnel and the Office of Health Affairs.

Funding. Congress appropriates funds specifically for the FAP The funds are suballocated to the military services. Accounting of funds is maintained in five categories: prevention, administration, direct services, education, and training. FY1998 federal funding (appropriations) for the FAP: $115.4 million.

Participation Data. The FAP covers all dependent children and spouses of active duty military personnel—approximately 1.282 million and 0.778 million, respectively, at the end of FY1996. In FY1996, there were 36,624 suspected cases of child and spouse abuse, of which 22,513 (7,961 child abuse cases) were substantiated.

Developmental Disabilities

Authorization. Developmental Disabilities Assistance and Bill of Rights Act; authorized through FY1999.

Program Description. The developmental disabilities program supports state allotments and discretionary grants to help plan and monitor services, ensure protection of legal rights, develop new service approaches, and train personnel to deliver services to persons with developmental disabilities. The term developmental disability means a severe, chronic disability that is manifested before age 22, is likely to continue indefinitely, results in substantial functional limitations, and requires lifelong services.

The statute authorizes activities on behalf of persons with developmental disabilities through four grant programs: (1) a state allotment program for planning and coordinating services and supporting demonstration service projects; (2) state grants for systems that protect and advocate for the rights of persons with developmental disabilities; (3) discretionary grants for university-affiliated training programs (UAF); and (4) discretionary grants for special projects of national significance.

State allotment funds are used to preserve families of children with developmental disabilities, ensure that children with developmental disabilities have supports they need to attend public schools, involve persons with developmental disabilities in community recreation programs, scouting, and other community service activities, leverage funds for early intervention, education, health care, and other services, and provide persons with developmental disabilities and their families the tools so that they have choice and control of services they need.

The program is administered at the federal level by the Administration for Children and Families of the Department of Health and Human Services.

Funding. Funds for the state allotment program and the protection and advocacy program are distributed according to a formula based on state population, the extent of need for developmental disability services, and relative state per capita income. Federal funds for the state allotment program must be matched—75% federal, 25% state—except in poverty areas where the federal share is 90%. There are no matching funds required of the protection and advocacy program. FY1998 federal funding (appropriations) for all programs: $114 million.

Participation Data. This program provides planning, service coordination, advocacy, and demonstration projects intended to benefit all developmentally disabled children and adults. In FY1996, the state grant program for protection and advocacy served 18,500 children. This included a variety of services, including advocacy services for children in schools, and protection and advocacy on behalf of children who resided in institutions. In FY1997, the UAF training program provided 100,500 children with direct services, including medical care, and medical and screening and evaluation.

Family Violence

Authorization. Title IV of the Violent Crime Control and Law Enforcement Act; authorized through FY2000.

Program Description. This Act authorizes grant programs relating to preventing family violence and providing shelter for victims and their dependents among other activities. The grant programs include:

- grants to states, territories and Indian tribes to assist in efforts to increase public awareness about and prevent family violence, and provide shelter and related assistance to victims (states in turn award those funds to local grantees);
- grants to private nonprofit organizations for a national resource center and up to six technical resource centers;
- grants to state domestic violence coalitions for intervention and prevention activities; and
- grants to public and private nonprofit organizations for public information campaigns regarding domestic violence.

Family violence programs are administered by the Administration for Children and Families of the Department of Health and Human Services.

Funding. No less than 70% of the amount appropriated for the Act is to be used for the state grant program. Of the amount reserved for the state grant program, 70% must be reserved for shelters, 25% for related assistance, and 5% must be for the national resource center and up to six technical resource centers. In addition, 10% of amounts appropriated for the Act must be spent on Indian tribes.

Under the family violence state grant programs, each state is allotted an amount based on its population compared to the population in all states. However, each state is to receive at least 1% of the amount available or $400,000, whichever is less. Local grantees (under the state grant program) are required to provide a 35% match the first year, and a 20% match subsequent years. FY1998 federal funding (appropriations): $86.8 million.

Participation Data. No data are available on program participants.

Foster Care

Authorization. Title IV-E of the Social Security Act; permanently authorized.

Program Description. The Foster Care program provides federal matching funds to states for maintenance payments made for certain children in foster care, and for associated administrative, training, and child placement costs. Eligible children are those who were removed from families that would have been eligible for the former Aid to Families with Dependent Children (AFDC) program, as it existed and was administered in their state on July 16, 1996. Maintenance payments are intended for food, shelter, clothing, daily supervision, school supplies, personal incidentals, liability insurance for the child, and reasonable travel to the child's home for visits. To be eligible for federal reimbursement, foster care placements must meet certain requirements, including a written case plan and periodic judicial and administrative review of the child's status. In addition, children must be placed in licensed homes or facilities. Children receiving Title IV-E foster care payments are deemed eligible for the Medicaid program. The Foster Care program is administered by the Administration for Children, Youth, and Families of the Department of Health and Human Services (DHHS).

Under Section 1130 of the Social Security Act, the Secretary of DHHS may grant waivers of most provisions of Title IV-E.

Funding. Foster care under Title IV-E is an open-ended entitlement to states—i.e., states are entitled to be reimbursed by the federal government for a portion of their eligible expenses. Each state's federal matching rate for foster care maintenance costs under Title IV-E is based on the state's matching rate under the Medicaid program. Separately, the federal matching rate is 50% for administrative and child placement costs and 75% for certain training expenses. States have up to two years to claim expenditures under Title IV-E. Estimated FY1998 federal funding (appropriations): $3.54 billion. The DHHS estimates that 51% of FY1998 expenditures were for administration, child placement services, and training, while the remainder is expected to be used for maintenance costs on behalf of eligible children. Child placement services include a variety of activities, mandated by federal law, related to the placement and protection of children in foster care.

Participation Data. The Administration estimates an average monthly caseload of 296,400 children in FY1998.

Foster Grandparents

Authorization. Domestic Volunteer Service Act; authorized through FY1996. Programs authorized under the Domestic Volunteer Service Act continue to be funded through appropriations legislation.

Program Description. This program, administered by the Corporation for National and Community Service, provides opportunities for low-income persons age 60 years and older to volunteer in schools, hospitals, drug treatment centers, correctional institutions, and Head Start and day care centers. They offer support to children with special or exceptional need, including children with AIDS, teen parents, abused and neglected children, children with disabilities, and the terminally ill. Of the children served, 12% are abused and neglected, 22% are learning disabled, and 11% are developmentally delayed. Foster grandparents provide person-to-person services 20 hours a week.

Funding. The Corporation awards funds to local agencies to sponsor foster grandparent programs on a project grant basis. Project grants are administered locally and are awarded to private, nonprofit organizations and state and local public agencies. Federal funds generally cover 90% of the project costs, although the Corporation is authorized to provide funds in excess of 90%. Some states have appropriated state funds to expand the foster grandparent program beyond the level of support provided by the federal government. FY1998 federal funding (appropriations): $87.6 million.

Participation Data. According to Corporation estimates, there are over 21,000 foster grandparents providing care and attention every day to more than 80,0000 qualified children and youth.

Head Start

Authorization. Head Start Act, as amended by the Coats Human Services Reauthorization Act of 1998; authorized through FY2003.

Program Description. Head Start programs provide education, social, health, and nutrition services primarily to low-income children before they enter school. The goal of Head Start is to bridge the gap in early childhood development that is thought to exist between economically disadvantaged children and their more advantaged peers, so that they can begin their formal education on a more equal basis.

To be eligible, children must live in families with an income at or below federal poverty guidelines, although Head Start programs can allow up to 10% of participating children to be from nonpoor families. Programs may not charge fees, but families who wish to pay may do so. At least 10% of the Head Start enrollment opportunities in each state must be for children with disabilities. Most programs operate on a part-day basis, however, some Head Start programs coordinate with other programs to provide all-day care. An estimated 1,630 grantees were participating in Head Start in FY1998.

Head Start is administered at the federal level by the Department of Health and Human Services (DHHS). DHHS may waive two program requirements: the limit on program administrative costs (15% of the grant) may be waived if determined necessary to carry out the purposes of the Act; and a 180 day waiver may be granted for degree requirements for Head Start classroom teachers, if a newly hired teacher is currently enrolled in a certificate/credential/degree program and will receive their credential within 180 days.

Funding. The DHHS awards funds directly to local public and private nonprofit grantees who must contribute 20% of the total cost of the program from nonfederal funds. There is no formula for distributing funds to individual grantees, though minimum state allocations are required according to a statutory formula. Under the formula, funds are first reserved for Head Start transition-to-school grants and longitudinal research. Then, 13% of the total appropriation is set aside for Head Start Indian and migrant programs and services for handicapped children; payments to the outlying territories; training and technical assistance; and certain other discretionary payments. In addition, 25% of any increase over the preceding year's appropriation (adjusted for inflation) plus any additional funds deemed necessary is reserved for quality improvement activities. Remaining funds are distributed among the states. Each state receives a base amount equal to the amount it received in FY1988. Remaining funds are distributed based on each state's share of children under age 5 whose families are poor. The Secretary may use some of the funds for state collaboration grants and to set aside funds for the Early Head Start program for infants and toddlers. FY1998 federal funding (appropriations) $4.355 billion primarily for children with some services to families.

Participation Data. FY1998: 830,000 (estimated enrollment, including approximately 39,000 infants and toddlers).

Independent Living for Foster Children

Authorization. Title IV-E of the Social Security Act; permanently authorized.

Program Description. The independent living program provides grants to states for the provision of services to facilitate the transition of children aged 16 and older from foster care to life on their own. Services include those that would enable participants to seek a high school diploma or equivalent or to take vocational training; provide training in daily living skills; provide for counseling; coordinate otherwise available services; provide for the establishment of outreach programs; and/or provide each participant with a written plan for transitional independent living to be incorporated into the participant's case plan. Foster children age 16 and older who are eligible for Title IV-E foster care subsidies are eligible for independent living services. At their option, states also may serve individuals up to age 21 who had previously received Title IV-E foster care maintenance payments, and foster children who are not eligible for Title IV-E subsidies. Amendments enacted in 1997 (P.L. 105-89) clarified that children who had been eligible for Title IV-E remain eligible for independent living services, regardless of whether they have assets as high as $5,000, and are therefore no longer eligible for Title IV-E. The independent living program is administered by the Administration for Children and Families of the Department of Health and Human Services.

Under Section 1130 of the Social Security Act, the Secretary of DHHS may grant waivers of most provisions of Title IV-E.

Funding. The independent living program operates as a capped entitlement: i.e., states are entitled to receive their share of appropriated funds according to a formula, but subject to a nationwide ceiling. The permanent ceiling is $70 million. States receive their share of appropriations according to their percentage of Title IV-E foster children in FY1984, and are required to provide a 50% match for federal funds received above their share of the first $45 million in appropriations. FY1998 federal funding (appropriations): $70 million.

Participation Data. The Administration estimates that 85,261 children participated in FY1996 (most recent data available).

Indian Child Welfare Act Services

Authorization. Title II of the Indian Child Welfare Act; appropriations are permanently authorized under the Snyder Act of 1921.

Program Description. Title II of the Indian Child Welfare Act (ICWA) authorizes grants to federally-recognized Indian tribes and tribal organizations for Indian child and family service programs on or near reservations, for tribal child welfare code preparation and implementation, and for tribal child welfare systems, including courts. The grants are intended to help Indian tribes identify and solve Indian child and family problems, particularly those associated with child custody, foster care, and adoption. The grants are noncompetitive and are based on available funds and the tribal service area population.

Title II of ICWA also authorizes grants to Indian organizations for off-reservation programs for Indians eligible for certain Indian Health Service programs, but grants have not been made available since FY1996 because of lack of funding.

Child and family services eligible for funding include, among others: (1) providing counseling and treatment to Indian families, (2) developing a system for licensing and regulating Indian foster and adoptive homes, (3) various kinds of family assistance, such as homemaker services and after-school care, (4) hiring professionals to assist tribal courts in child welfare matters, (5) training of tribal personnel, including tribal court judges, in child and family assistance matters, (6) guidance and legal assistance to Indian families involved in tribal, state, or federal custody proceedings, and (7) adoption subsidies for Indian children. Administrative costs also are covered under ICWA grants.

The program is administered by the Bureau of Indian Affairs (BIA) in the Department of the Interior.

Funding. Federal funding for programs under the Act is in the form of 100% federally funded project grants to Indian tribes and tribal organizations. ICWA grants are appropriated under the "tribal priority allocations" (TPA) portion of the BIA budget, and each tribe has authority to reprogram all its TPA funds. FY1998 federal funding (appropriations) for ICWA grants: $14.2 million.

Participation Data. No participant data are available.

Indian Child Welfare Assistance (Foster Care)

Authorization. Snyder Act of 1921; permanently authorized.

Program Description. The Indian child welfare assistance program provides funds for foster and institutional care for dependent, neglected, or disabled children who are members of federally-recognized Indian tribes and who reside on or near an Indian reservation or in a tribe's service area. Children must not currently be receiving other federal, state, or county public assistance, such as Temporary Assistance to Needy Families or Supplemental Security Income benefits.

The program is administered at the federal level by the Bureau of Indian Affairs (BIA) of the Department of the Interior. It is administered at the local level by the BIA or by a tribe under a compact or contract with the BIA.

Funding. Funds under this program are provided in the form of direct payments to individuals from a BIA agency, an Indian tribe, or, rarely, a state contracting with the BIA. The program is 100% federally funded. Funds are appropriated under the "tribal priority allocations" (TPA) portion of the BIA budget, and each tribe has authority to reprogram all its TPA funds. Estimated FY1998 federal funding (obligations): $22.3 million.

Participation Data. FY1997: Approximately 3,200 children (data represent a monthly average).

Juvenile Accountability Incentive Block Grant

Authorization. The Commerce, Justice, State Appropriations Act, FY1998 (P.L. 105-119); continues to be funded under appropriations act authority.

Program Descriptions. This program is designed to hold juveniles accountable for their criminal activities. As a prerequisite for receiving these grants, states must certify to the Attorney General that they are considering or will consider within the next year, accountability-based reforms, including graduated sanctions, adult prosecution of violent juveniles, and juvenile record reforms. Funds may be used for various purposes, including but not limited to, construction of permanent juvenile corrections facilities, developing and administering accountability-based sanctions for juvenile offenders, hiring additional juvenile judges and prosecutors, establishing juvenile drug court programs, and establishing and maintaining interagency information-sharing programs. The program is administered by the Department of Justice's Office of Juvenile Justice and Delinquency Prevention.

Funding. Grants are available to states, based on each state's comparative juvenile population. Units of local governments receive 75% of the total for each state, based on a combination of law enforcement expenditures and Uniform Crime Report part I violent crimes. The federal share of construction costs for permanent juvenile corrections facilities cannot be more than 50% of the total. FY1998 federal funding (appropriations) for the new Juvenile Accountability Block Grant: $250 million.

Participation Data. No participant data are available.

Juvenile Justice and Delinquency Prevention Act Grants

Authorization. Titles II and V of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended (P.L. 93-415). This act was most recently reauthorized through FY1996. But, although the appropriations authorization for programs under the Act expired with FY1996, Congress has continued to appropriate funds for various programs under the Act.

Program Descriptions. The Juvenile Justice and Delinquency Prevention Act provides for several grants, administered by the Department of Justice's Office of Juvenile Justice and Delinquency Prevention to assist the states, local governments, and private nonprofit agencies to prevent and treat juvenile delinquency. Major justice and delinquency prevention grant programs are:

Formula Grants (Title II, Part B). These grants provide funding to state and local governments for planning, establishing, operating, coordinating, and evaluating projects to develop more effective education, training, research, prevention, diversion, treatment, and rehabilitation programs in the area of juvenile delinquency, and programs to improve the juvenile justice system. Formula grants are allocated among the states on the basis of relative population under age 18 (no state receives less than $325,000). As a prerequisite for receiving these grants, states must adopt or have in effect within 1 year after the date of application, policies and programs that ensure that juveniles are subject to accountability-based sanctions. FY1998 federal funding (appropriations): $96.5 million.

Discretionary Grants (Title II, Part C). These funds may be used to develop and implement programs designed to prevent and control juvenile delinquency, similar to those provided by the formula grants. Discretionary grants may be made to public and private nonprofit agencies, organizations, individuals, and state and local units of government. FY1998 federal funding (appropriations): $45.25 million.

Youth Gang Programs (Title II, Part D). Monies are awarded to assist in the prevention and reduction of juvenile participation in the activities of gangs that commit crimes. Program activities may include: efforts to reduce the participation of juveniles in the activities of gangs that commit crimes; efforts to develop within the juvenile adjudicatory and corrections systems new and innovative means to address the problems of juveniles convicted of serious drug-related and gang-related offenses; and efforts to provide treatment to juveniles who are members of such gangs, including members who are accused of committing a serious crime and members who have been adjudicated as being delinquent. Discretionary grants are made to state and local agencies, including local educational agencies, and to private nonprofit agencies. FY1998 federal funding (appropriations): $12 million.

State Challenge Grants (Title II Part E). These grants provide incentives for states participating in the formula grants program to develop, adopt, and improve policies and programs in one or more of 10 specific Challenge Activities, ranging from improved services for youth in the juvenile justice system to alternatives to incarceration to comprehensive coordinated state administrative services for juveniles and their families. Discretionary grants are made to states. FY1998 federal funding (appropriations): $10 million.

Juvenile Mentoring Program (Title II, Part G). Funds may be used to establish mentoring programs for at-risk youth to reduce juvenile delinquency and gang participation, improve academic performance of youth, and reduce the dropout rate. Discretionary grants are made to local education agencies or public and private nonprofit organizations. FY1998 federal funding (appropriations): $12 million.

Incentive Grants for Local Delinquency Programs (Title V) monies awarded are designed to reduce delinquency and youth violence by supporting communities seeking to provide juveniles, their families, neighborhoods, and local institutions with skills and training related to delinquency prevention. Discretionary grants are made to states. FY1998 federal funding (appropriations): $20 million.

Participation Data. No participant data are available for any of these programs.

Prevention of Sexual Abuse and Exploitation of Runaway and Homeless Youth

Authorization. Violence Against Women Act; Title IV of the Violent Crime Control and Law Enforcement Act. Authorized through FY2000.

Program Description. This program provides street-based outreach and education, including treatment, counseling, and provision of information and referral for runaway, homeless, and street youth who have been subjected to or are at risk of sexual abuse. The law requires that priority be given to agencies with experience in providing services to runaway, homeless, and street youth. The local grantees provide a range of services that, directly or through collaboration with other agencies, protect and treat young people who have been or who are at risk of sexual abuse or exploitation. Those services include street-based education and outreach, emergency shelter, survival aid, individual assessment, treatment and counseling, prevention and education activities, information and referral, crisis intervention, and follow-up support. The program is administered by the Administration on Children and Families of the Department of Health and Human Services. Federal grants are made directly to local providers.

Funding. FY1998 federal funding (appropriations) $15 million.

Participation Data Participant data are not available.

Promoting Safe and Stable Families

Authorization. Title IV-B of the Social Security Act (Subpart 2); authorized through FY2001.

Program Description. This program (formerly called the Family Preservation and Family Support program) provides "capped" entitlement grants to states to provide family preservation and community-based family support services. Amendments enacted in 1997 (P.L. 105-89) added two additional categories of services: time-limited family reunification services and adoption promotion and support services. Family preservation services typically are designed to help families that are in crisis avoid losing their children to foster care. Community-based family support services are generally preventive services designed to enhance family functioning, before crisis occurs. The law specifies that time-limited family reunification services are intended to help make it possible for foster children to be returned home, but only during the 15-month period after the child has been removed from home. Finally, adoption promotion and support services are intended to encourage more adoptions of foster children, including post-adoptive services for families. States may use up to 10% of funds for administrative costs, and are required to devote significant portions of their allotments for each category of service. This program is administered by the Administration for Children and Families of the Department of Health and Human Services (DHHS).

Under Section 1130 of the Social Security Act, the Secretary of DHHS may grant waivers of most provisions of Title IV-B.

Funding. This program operates as a "capped" entitlement. Of funds appropriated each year, $6 million is reserved for evaluation by the Secretary of DHHS, and $10 million is reserved for grants to state courts to improve their child welfare procedures. In addition, 1% is reserved for grants to Indian tribes and tribal organizations. Remaining funds are allocated to states according to their relative shares of children receiving food stamp benefits. A 25% nonfederal match is required. FY1998 federal funding (appropriations): $255 million.

Participation Data. No participant data are available.

Refugee and Cuban/Haitian Entrant Assistance

Authorization. Title IV of the Immigration and Nationality Act is the basic enabling legislation, augmented by Title V of the Refugee Education Assistance Act of 1980; authorized through FY1999.

Program Description. The federal refugee resettlement assistance program provides initial transitional assistance for newly arrived dependent refugees and Cuban/Haitian entrants (defined as persons who have received a formal designation after the Cuban "boatlift" of 1980, are a Cuban or Haitian national who has been paroled into the United States, or are otherwise known to the Immigration and Naturalization Service—and whose immigration status has not been resolved). Activities funded by the Department of Health and Human Service's Office of Refugee Resettlement (DHHS/ORR) include state-administered cash and medical assistance and social services, private voluntary agency programs, preventive health services, and targeted assistance for impacted areas. The DHHS/ORR program funds state-administered special cash and medical assistance for needy refugees ineligible to access the major federal assistance programs, generally because of family structure. Since October 1, 1991, this assistance has been available for 8 months after entry.

The state-administered unaccompanied minors program is another DHHS/ORR activity. In the case of refugee and entrant children unaccompanied by a parent or close relative, the ORR reimburses states for the nonfederal share of providing child welfare services, including foster care maintenance. These reimbursed services, as well as reimbursed health benefits, may be provided until the child reaches age 18, or older if the state's welfare plan so prescribes. Additionally, the ORR provides funding for a broad range of social services including targeted assistance for impacted areas, some of which may benefit children (e.g., day care, youth counseling, and training/employment programs).

Funding. Federal resettlement assistance has been provided by the ORR mainly through state-administered refugee resettlement programs which distribute the funds through a variety of different procedures. FY1998 federal funding (appropriations): $423.3 million (for all activities). FY1998 federal funding (appropriations) for the unaccompanied minors program was estimated by ORR at approximately $7 million.

Participation Data. The total number of children receiving benefits under all DHHS/ORR programs is not available. However, data are available on the unaccompanied minors program. As of March 31, 1998, there were 382 children in care, down from 447 at the beginning of FY1998. Participation in the program has declined sharply over the past 5 years; very few unaccompanied refugee children have entered the U.S., and those in the program have been "aging out" (i.e., turning 18).

Runaway and Homeless Youth

Authorization. Runaway and Homeless Youth Act, Title III of the Juvenile Justice and Delinquency Prevention Act; authorized through FY1996 and extended through appropriations acts.

Program Description. This program funds local facilities providing temporary residential care and counseling for runaway and homeless youth and their families and a national toll-free hotline. The program is designed to meet the needs of these youth outside the law enforcement structure and the juvenile justice system. The law does not specify age or other eligibility criteria for the program; the regulations define "youth" as a person under the age of 18. The runaway and homeless youth program is administered by the Department of Health and Human Services' Administration on Children and Families.

Funding. Grants are made directly to the recipient shelter, but funds are allocated by state according to each state's under-18 population. The federal share is 90%. FY1998 federal funding (appropriations): $43.6 million.

Participation Data. Participant data are not available.

Social Services Block Grant

Authorization. Title XX of the Social Security Act; permanently authorized.

Program Description. Social Services Block Grants (SSBG) are provided to states for activities determined appropriate social services by the state. States have very broad discretion over the use of these funds, and typical activities include child day care, protective services for children and adults, and home care services for the elderly and handicapped. There are no federal eligibility requirements for participants in activities funded by social services block grants, and states are free to establish their own eligibility requirements. However, welfare reform legislation enacted in 1996 (P.L. 104-193) established a new block grant to states for Temporary Assistance for Needy Families (TANF), and allows states to transfer up to 10% of their TANF allotments to the SSBG. These transferred funds may only be spent on children and families with incomes below 200% of the federal poverty guidelines. At the federal level, the SSBG is administered by the Administration for Children and Families, U.S. Department of Health and Human Services (DHHS).

In general, little information has been available on the use of social services block grant funds by states. States are required to submit pre-expenditure reports to DHHS on their intended use of funds, but these reports are not uniform and contain only limited data. States also are required to submit more detailed post-expenditure reports; however, HHS has not compiled or analyzed these reports to produce national data. An analysis of state expenditure reports for FY1995, conducted by CRS and the House Ways and Means Committee, found that the largest service categories in that year were child day care (almost 15% of SSBG expenditures), child protective services (11%), foster care services for children (more than 10%), and home-based services (more than 10%). States also spent almost 13% for administrative costs in FY1995.

Funding. Social services block grants are a capped entitlement; i.e., states are entitled to receive their share of appropriated funds according to a formula, but subject to a nationwide ceiling. Beginning in FY1989, the nationwide ceiling was permanently set at $2.8 billion. However, for FY1996, Congress reduced funding to $2.38 billion. The law currently sets the ceiling at $2.38 billion through FY2000, after which it is scheduled to drop to a permanent level of $1.7 billion. However, Congress appropriated $2.5 billion in FY1997, which exceeded the ceiling, and $2.3 billion in FY1998, which was less than the ceiling. Funds are allocated from the federal government to the states, according to their relative population size. No matching funds are required. FY1998 federal funding (appropriations): $2.3 billion; the percentage spent on children and youth is not available.

Participation Data. No data are currently available on the number or composition of participants served by SSBG programs.

Transitional Living for Homeless Youth

Authorization. Runaway and Homeless Youth Act, Title III of the Juvenile Justice and Delinquency Prevention Act; authorized through FY1996; continues to be funded through appropriations acts.

Program Description. The transitional living program for homeless youth (TLP) provides financial support and technical assistance to public and private nonprofit entities to operate community-based programs for homeless youth. The services are designed to meet the needs of older youth (ages 16 to 21) who are homeless through mutual agreement with their parents or who have been pushed out by their parents. Youths participating in one of the TLP projects funded under approximately 80 grants are eligible to receive shelter and services, such as basic life skills, personal finances, housekeeping, career counseling, and mental and physical health services, for up to 18 months. TLP is administered by the U.S. Department of Health and Human Services, Administration on Children and Families.

Funding. Grants are made directly to the local public and nonprofit entities. FY1998 federal funding (appropriations): $14.9 million.

Participation Data. Not available.

Victims of Crime Act Grants

Authorization. The Victims of Crime Act (VOCA); deposits in the fund are currently supported by non-appropriated sources.

Program Description. The fund is derived from fines paid by convicted federal offenders to support services for crime victims. The first $10 million is used to improve the investigation and prosecution of child abuse cases (authorized under Section 107 of the Child Abuse Prevention & Treatment Act). The $10 million is divided between the U.S. Department of Health and Human Services ($8.5 million) and the Office for Victims of Crime (OVC) ($1.5 million). The portion administered by OVC is used exclusively to help Native American communities improve the investigation and prosecution of child abuse cases, especially those involving child sexual abuse. The remaining fund deposits are distributed in the following ways:

- 48.5% to state victim compensation programs;
- 48.5 % to state victim assistance programs; and
- 3% for discretionary funds to provide training and technical assistance and other assistance to expand and improve the delivery of services to crime victims.

These programs are administered by the Office for Victims of Crime, Office of Justice Programs, the U.S. Department of Justice.

Grants under the crime victims compensation program are used to compensate victims of crime or their survivors for medical expenses, wage loss, and funeral expenses attributable to a crime. Grants under the crime victims assistance program are given to programs to provide services for victims of crime, including crisis intervention services; temporary shelter; support services; and court-related services. Priority for awards is to be given to programs that provide assistance to victims of sexual assault, domestic violence, and child abuse.

Funding. All 50 states, the District of Columbia, and the U.S. Virgin Islands receive VOCA compensation grants. VOCA victim compensation funds supplement state resources already dedicated to compensating crime victims. States receive a VOCA grant from OVC equal to 40% of the amount of victim compensation payments made by the state to crime victims 2 years prior to the grant year. Thus, the more money that states pay out in compensation to victims, the larger their VOCA victim compensation grant from OVC.

All states and territories receive an annual VOCA victim assistance grant. Each state, the District of Columbia, Puerto Rico, and the U.S. Virgin islands receive a base amount of $500,000. The territories of Guam, American Samoa, the Northern Mariana Islands, and the Republic of Palau each receive a base amount of $200,000. The remainder of the available funds are then distributed to the states and territories on the basis of population. FY1997 federal funding (from non-appropriated sources): $362.9 million.

Participation Data Data on children served by the programs under the Victims of Crime Act are not available.

VISTA

Authorization. Domestic Volunteer Service Act of 1973; authorized through FY1996. Programs authorized under the Domestic Volunteer Service Act continue to be funded through appropriations legislation.

Program Description. This program—Volunteers in Service to America (VISTA)—has been authorized since 1965 to recruit volunteers to serve full time for 1-5 years (18 months on average) in poverty and poverty-related projects; VISTA also is referred to as *AmeriCorps*VISTA*. It is administered by the federal Corporation for National and Community Service. Prior to enactment of the National and Community Service Trust Act of 1993 (P.L. 103-82), it was administered by the ACTION agency (now abolished). Many projects that use VISTA volunteers work directly with children and their families. The Corporation estimates that by the end of FY1998 about one half of all VISTA volunteers will be working in projects benefitting children, and about 80% of those volunteers will be working specifically in the area of child literacy.

Funding. Volunteers receive a living allowance (currently $8,340), directly from the Corporation, and at the end of their service they may choose either a lump sum stipend, which accrues at the rate of $100 for each month of service, or an educational award of $4,725 for a full time term of service (i.e., 1700 hours in a period of generally 10 to 12 months). In FY1997, volunteers provided 3,206 volunteer "service years" (a service year is equal to one volunteer serving full time for 1 year). The Corporation estimates this number will increase to 4,880 volunteer service years for FY1998. FY1998 federal funding (appropriations): $65.2 million.

Participation Data Data are not available on the number of children served through VISTA projects.

Table 1F. Selected Target Groups of Children: Social Services

Program	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)
		Restricted to	Emphasis on	
Abandoned infants assistance	infants	no	yes	HIV infected
Abstinence education block grant	adolescents	no	no	
Adolescent family life (AFL)	adolescents	no	no	
Adoption assistance	all ages	yes	yes	children with special needs
Adoption incentive payments	all ages	no	yes	children with special needs
Adoption opportunities	all ages	no	yes	children with special needs
Adoption tax credit and employee adoption benefits exclusion	all ages	no	no	children with special needs
AmeriCorps	all ages	no	no	
Child abuse state grants	all ages	no	no	abused or neglected children
Child care and development block grant (CCDBG)	under 13	yes	yes	children whose parents work or attend school
Child welfare services	all ages	no	no	at risk of abuse or neglect, delinquent, or in separated families
Combating underage drinking	adolescent	no	no	delinquents
Community-based family resource & support grants	all ages	no	no	at risk of abuse or neglect
Community services block grant (CSBG)	all ages	yes	yes	
Department of Defense child development program	under 13	no	no	military dependents
Department of Defense family advocacy program	all ages	no	no	abused or neglected military dependents
Developmental disabilities	all ages	no	no	developmental disability
Family violence	all ages	no	no	abused children
Foster care	all ages	yes	yes	removed from home under court supervision
Foster grandparents	all ages	no	no	disabled, abused, terminally ill

Program	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)
		Restricted to	Emphasis on	
Head start	preschool	no	yes	disabled (10% of children per state)
Independent living for foster children	adolescents	yes	yes	currently/formerly in foster care
Indian child welfare act services	all ages	no	yes	Native American
Indian child welfare assistance (foster care)	all ages	no	yes	Native American
Juvenile accountability incentive block grant	adolescents	no	yes	delinquent
Juvenile justice and delinquency prevention act grants	adolescents	no	yes	delinquent
Prevention of sexual abuse and exploitation of runaway and homeless youth	all ages	no	no	subjected to or at risk of sexual abuse
Promoting safe & stable families	all ages	no	no	at risk of abuse or neglect or removal from home
Refugee and Cuban/Haitian entrant assistance	all ages	yes	yes	refugee
Runaway and homeless youth	all ages	no	no	runaway, homeless
Social services block grant	all ages	no	yes	
Transitional living for homeless youth	adolescents	no	no	homeless
Victims of crime act grants	all ages	no	no	abused children
VISTA	all ages	no	yes	

Table 2F. Participation: Social Services

(in thousands)

Program	FY95	FY96	FY97	Represents data on
Abandoned infants assistance	N/A	N/A	N/A	
Abstinence education block grant	N/A	N/A	N/A	
Adolescent family life (AFL)	N/A	N/A	N/A	
Adoption assistance	107	123	131	children
Adoption incentive payments	N/A	N/A	N/A	
Adoption opportunities	N/A	N/A	N/A	
Adoption tax credit & employee adoption benefits exclusion	N/A	N/A	N/A	
AmeriCorps	N/A	N/A	N/A	
Child abuse state grants	N/A	N/A	N/A	
Child care and development block grant(CCDBG)[a]	663	N/A	N/A	children served during the fiscal year
Child welfare services	N/A	N/A	N/A	
Combating underage drinking	N/A	N/A	N/A	
Community based family resource & support grant	N/A	N/A	N/A	
Community services block grant (CSBG)	N/A	N/A	N/A	
Department of Defense child development program	163	166	171	slots available
Department of Defense family advocacy program	25	23	26	substantiated cases of child/spouse abuse
Developmental disabilities	N/A	N/A	100	children served in university affiliated programs
Family violence	N/A	N/A	N/A	
Foster care	261	267	285	children
Foster grandparents	N/A	N/A	80	children
Head start	751	752	794	children
Independent living for foster children	73	85	N/A	adolescents
Indian child welfare act services	N/A	N/A	N/A	
Indian child welfare assistance (foster care)	3	3	3	children
Juvenile accountability incentive block grants	N/A	N/A	N/A	
Juvenile justice and delinquency prevention act grants	N/A	N/A	N/A	

Program	FY95	FY96	FY97	Represents data on
Prevention of sexual abuse and exploitation of runaway and homeless youth	N/A	N/A	N/A	
Promoting safe and stable families	N/A	N/A	N/A	
Refugee and Cuban/Haitian entrant assistance	N/A	N/A	N/A	
Runaway and homeless youth	N/A	N/A	N/A	
Social services block grant	N/A	N/A	N/A	
Transitional living for homeless youth	N/A	N/A	N/A	
Victims of crime act grants	N/A	N/A	N/A	
VISTA	N/A	N/A	N/A	

*In addition, a monthly average of 782,000 children were served under welfare-related child care programs that have since been repealed.

Table 3F. Funding: Social Services

Program	*Funding level ($ in millions)*[a]			Funding data for	Represents funding for
	FY96	FY97	FY98		
Abandoned infants assistance	12	12	12	appropriations	infants and children
Abstinence education block grant	N/A	N/A	50	appropriations	children
Adolescent family life (AFL)	8	14	17	appropriations	children
Adoption assistance	510	598	707	appropriations	children and families
Adoption incentive payments[a]	N/A	N/A	N/A	appropriations	N/A
Adoption opportunities	11	13	23	appropriations	families with children
Adoption tax credit and employee adoption benefits exclusion	N/A	400	400	tax expenditures	families adopting children
AmeriCorps	215	215	227	appropriations	children and adults
Child abuse state grants	21	21	21	appropriations	families with children
Child care and development block grant (CCDGB)[b]	935	956	1,003	appropriations	families with children
Child welfare services	277	292	291	appropriations	families with children
Combating underage drinking	N/A	N/A	25	appropriations	adolescents
Community- based family resource & support grants	23	33	33	appropriations	families with children
Community services block grant (CSBG)	435	536	542	appropriations	children and adults
Department of Defense child development program	296	296	315	budget authority	families with children
Department of Defense family advocacy program	97	99	115	appropriations	children and adults
Developmental disabilities	114	114	114	appropriations	children and adults
Family violence	33	63	87	appropriations	children and adults
Foster care	3,742	3,777	3,540	appropriations	children
Foster grandparents	62	78	87	appropriations	children & foster grandparents
Head start	3,569	3,981	4,355	appropriations	families with children
Independent living for foster children	70	70	70	appropriations	adolescents
Indian child welfare act services	14	14	14	appropriations	families with children
Indian child welfare assistance (foster care)	21	21	22	obligations	children
Juvenile accountability incentive block grants	N/A	N/A	250	appropriations	children and adults

Program	*Funding level ($ in millions)*[a]			Funding data for	Represents funding for
	FY96	FY97	FY98		
Juvenile justice and delinquency prevention act grants	144	170	200	appropriations	adolescents
Formula grants	(70)	(87)	(97)	appropriations	adolescents
Discretionary grants	(25)	(30)	(45)	appropriations	adolescents
Youth gang programs	(10)	(12)	(12)	appropriations	adolescents
State challenge grants	(10)	(10)	(10)	appropriations	adolescents
Juvenile mentoring program	(4)	(7)	(12)	appropriations	adolescents
Incentive grants for local delinquency programs	(20)	(20)	(20)	appropriations	adolescents
Prevention of sexual abuse and exploitation of runaway and homeless youth	6	8	15	appropriations	children
Promoting safe and stable families	225	240	255	appropriations	children and families
Refugee & Cuban/Haitian entrant assistance	N/A	N/A	N/A	appropriations	children and adults
Runaway and homeless youth	44	44	44	appropriations	children
Social services block grant	2,381	2,500	2,299	appropriations	children and adults
Transitional living for homeless youth	15	15	15	appropriations	adolescents
Victims of crime act grants			363	non-appropriated sources	children and adults
VISTA	41	41	65	appropriations	children and adults

[a]Authorizing begins in FY1999, at $20 million annually.
[b]In addition to these amounts, the following amounts were appropriated under Section 418 of Social Security Act (by P.L. 104-193) to be transferred for expenditure under the child care and development block grant: $1.967 billion in FY1997 and $2.067 billion in FY1998. In FY1996, $1.355 billion was available for child care under former Aid to Families with Dependent Children (AFDC) programs (in addition to the amounts shown in this table).

Table 4F. Program Administration and Selected Funding Characteristics: Social Services

Program	Federal/state/local administration	Entitlement status	State admin. cost cap	Indexation	Match requirement
Abandoned infants assistance	HHS/agencies	non entitlement	N/A		
Abstinence education block grant	HHS/states	non entitlement			
Adolescent family life (AFL)	HHS/various	non entitlement			
Adoption assistance	HHS/states	entitlement			yes
Adoption incentive payments	HHS/states	non entitlement			
Adoption opportunities	HHS/various	non entitlement			
Adoption tax credit and employee adoption benefits exclusion	IRS	entitlement	N/A		N/A
AmeriCorps	CNCS	non entitlement	N/A		yes
Child abuse state grants	HHS/states	non entitlement			
Child care and development block grant (CCDBG)	HHS/states	non entitlement[a]	5%		yes
Child welfare services	HHS/states	non entitlement			yes
Combating underage drinking	Justice/states	non entitlement			
Comm based family resource & support grant	HHS/states	non entitlement			
Community services block grant (CSBG)	HHS/states/agencies	non entitlement	$55,00 or 5%		
Department of Defense child development program	DOD	non entitlement	N/A		N/A
Department of Defense family advocacy program	DOD	non entitlement	N/A		N/A
Developmental disabilities	HHS/States	non entitlement			yes
Family violence	HHS/states/agencies	non entitlement			
Foster care	HHS/states	entitlement			yes
Foster grandparents	CNCS/agencies	non entitlement	N/A		yes
Head start	HHS/agencies	non entitlement	N/A		yes
Independent living for foster children	HHS/states	entitlement			yes
Indian child welfare act services	Interior (BIA)/tribes	non entitlement			
Indian child assistance welfare (foster care)	Interior (BIA)/tribes	non entitlement			
Juvenile accountability incentive block grants	Justice/states/agencies	non entitlement			yes
Juvenile justice delinquency prevention act	Justice/states/agencies	non entitlement			

Program	Federal/state/local administration	Entitlement status	State admin. cost cap	Indexation	Match requirement
Prevention of sexual abuse and exploitation of runaway and homeless youth	HHS/agencies	non entitlement	N/A		
Promoting safe and stable families	HHS/state/agencies	non entitlement	10%		yes
Refugee and Cuban/Haitian entrant assistance	HHS/states/various	non entitlement			
Runaway and homeless youth	HHS/agencies	non entitlement	N/A		yes
Social services block grant	HHS/states/various	entitlement to states			
Transitional living for homeless youth	HHS/agencies	non entitlement	N/A		
Victims of crime act grants	Justice/states	non entitlement			
VISTA	CNCS/agencies	non entitlement	N/A		

*Entitlement funds are separately provided under Section 418 of the Social Security Act and transferred to the CCDBG.

Table 5F. Committee Reporting Most Recent Legislation and Appropriations: Social Services

Program	Senate committees		House committees	
	Authorizing committees	Appropriations subcommittees	Authorizing committees	Appropriations subcommittees
Abandoned infants assistance	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Abstinence education block grant	N/A	N/A	Ways and Means	N/A
Adolescent family life (AFL)	HELP	Labor/HHS/ED	Commerce	Labor/HHS/ED
Adoption assistance	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Adoption incentive payments	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Adoption opportunities	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Adoption tax credits & exclusions	Finance	N/A	Ways and Means	N/A
AmeriCorps	HELP	VA/HUD	Educ & the Workforce	VA/HUD
Child abuse state grants	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Child care & development block grant	Finance & HELP	Labor/HHS/ED	Ways&Means, Educ & Workf	Labor/HHS/ED
Child welfare services	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Combating underage drinking	N/A	Comm/Justice/State	N/A	Comm/justice/state
Community-based family resource & support	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Community services block grant (CSBG)	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Department of Defense child development	Armed services	Defense	Armed Services	National security
Department of Defense family advocacy	Armed Services	Defense	National Security	National Security
Developmental disabilities	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Family violence	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Foster care	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Foster grandparents	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Head start	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Independent living for foster children	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Indian child welfare act services	Indian Affairs	Interior	Resources	Interior
Indian child welfare assistance	Indian Affairs	Interior	Resources	Interior
Juvenile accountability incentive block	N/A	Comm/Justice/State	N/A	Comm/Justice/State
Juvenile justice and delinquency prevention act	Judiciary	Comm/Justice/State	Educ & the Workforce	Comm/Justice/State
Prev of abuse & exploitation of runaways	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED

Program	Senate committees		House committees	
	Authorizing committees	Appropriations subcommittees	Authorizing committees	Appropriations subcommittees
Refugee and Cuban/Haitian entrant assistance	Judiciary	Labor/HHS/ED	Judiciary	Labor/HHS/ED
Runaway and homeless youth	Judiciary	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Social service block grant	Finance	Labor/HHS/ED	Ways and Means	Labor/HHS/ED
Transitional living for homeless youth	Judiciary	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED
Victims of crime act grants	Judiciary	N/A	Judiciary	N/A
VISTA	HELP	Labor/HHS/ED	Educ & the Workforce	Labor/HHS/ED

LETTERS REQUESTING THIS REPORT

From Senators Jeffords, Dodd and Coats (November 12, 1997)
From Senator Kennedy (February 4, 1998)

United States Senate

WASHINGTON, DC 20510

November 12, 1997

Mr. Daniel P. Mulhollan, Director
Congressional Research Service
Library of Congress
101 Independence Avenue, SE
Room 205, James Madison Building
Washington, D.C. 20540

Dear Mr. Mulhollan:

We are writing to request that the Congressional Research Service (CRS) compile a report outlining the provisions of major federal programs affecting children, youth and families. This information will be extremely useful to us as we evaluate legislative and policy options, including upcoming reauthorizations, that affect our country's children and families.

We are asking that this report:

- Include information about every federal program providing direct services or monetary assistance to children, youth and families. This includes: (1) income maintenance, nutrition, social services, education and training, health, and housing programs; (2) categorical and formula grants, entitlements, and other programs; and (3) all types of funding, including appropriations, obligations, outlays/expenditures, tax expenditures, and program level funding.

- Be organized in a way which makes it easy to compare across programs such key elements as: (1) program goals and measures of success; (2) services and benefits provided; (3) identification of eligible participants; (4) discretionary versus mandatory spending; (5) federal as well as other funding; (6) how funds are distributed; (7) how participants receive benefits and services; (8) important aspects of program administration; (9) requirements or incentives for flexibility; and (10) committees with legislative authority.

- Use, to the extent possible, parallel and consistent language, providing detailed yet succinct information across laws and programs.

BEST COPY AVAILABLE

This report we are requesting is a natural outgrowth of the very helpful, but now out-of-date, reports on "Federal Programs for Children and Their Families" that CRS compiled in 1989 and 1992. We are asking that this new report contain additional information and be in a more compact format that those earlier reports.

We also ask that you use the enclosed document, "Asking the Right Questions--Eleven Questions to Ask of Every Program or Policy Affecting Children and Families," as a model for organizing the report we are requesting. This document was developed by the Institute for Educational Leadership (IEL), based on their extensive work with children and family issues, including the 1992 CRS report. We recognize that your staff is already compiling some of this information, mostly for education-related programs, for the Subcommittee on Oversight and Investigations of the House Education and the Workforce Committee.

We look forward to your response and to working with you. Our staff, as well as the staff of the IEL Policy Exchange, would be pleased to meet with your staff to answer questions and develop an expeditious schedule for completing this important project.

Sincerely,

James M. Jeffords

Dan Coats

Christopher Dodd

BEST COPY AVAILABLE

JAMES M. JEFFORDS, VERMONT, CHAIRMAN

DAN COATS, INDIANA
JUDD GREGG, NEW HAMPSHIRE
BILL FRIST, TENNESSEE
MIKE DEWINE, OHIO
MICHAEL B. ENZI, WYOMING
TIM HUTCHINSON, ARKANSAS
SUSAN M. COLLINS, MAINE
JOHN W. WARNER, VIRGINIA
MITCH MCCONNELL, KENTUCKY

EDWARD M. KENNEDY, MASSACHUSETTS
CHRISTOPHER J. DODD, CONNECTICUT
TOM HARKIN, IOWA
BARBARA A. MIKULSKI, MARYLAND
JEFF BINGAMAN, NEW MEXICO
PAUL D. WELLSTONE, MINNESOTA
PATTY MURRAY, WASHINGTON
JACK REED, RHODE ISLAND

MARK E. POWDEN, STAFF DIRECTOR
SUSAN K. HATTAN, DEPUTY STAFF DIRECTOR
NICK LITTLEFIELD, MINORITY STAFF DIRECTOR AND CHIEF COUNSEL

http://www.senate.gov/~labor/

United States Senate

COMMITTEE ON LABOR AND
HUMAN RESOURCES

WASHINGTON, DC 20510-6300

February 4, 1998

Mr. Daniel P. Mulhollan, Director
Congressional Research Service
Library of Congress, Room 205, James Madison Building
101 Independence Avenue, SE
Washington, DC 20540

Re: Comprehensive Report of Federal Programs for Children and Families

Dear Mr. Mulhollan:

I join Senators Jeffords, Dodd, and Coats in urging you to dedicate the resources necessary to compile a new report on federal programs for children and families. CRS's last effort, Report Nos. 93-59 EPW, was an extremely useful resource for all members of the Labor and Human Resources Committee in considering the modifications to individual programs and overall structure that are regularly proposed. Because the existing CRS report does not incorporate the major changes in children's programs that have recently been enacted, I ask that you revisit this project as soon as possible.

In their November 12, 1997 letter, Senators Jeffords, Dodd, and Coats suggested that a new comprehensive report on children's programs be modeled on the 11-point template developed by the Institute for Educational Learning. I have studied this suggestion and declare my enthusiastic support. In short, the model specified in the IEL documents that you have would afford our committee and members of Congress access to the information that we need to compare and evaluate the numerous programs.

I understand this is a substantial undertaking, but it is an important and urgent matter as child-care emerges as one of this Session's central issues. As my colleagues have stated, our staff would be pleased to meet with your staff to answer any questions and develop an expeditious schedule for completing this important project.

I look forward to your response and to working with you.

Sincerely,

Ted Kennedy

Senator Edward M. Kennedy

BEST COPY AVAILABLE

CREDITS

Many people deserve thanks for this document:

- Senators Jeffords, Dodd, Coats and Kennedy (who requested this report). See their letters of request on pages 213 - 216.
- Staff of Senator Jeffords who took the lead in this effort (especially Brian Jones and Kimberly Barnes-O'Connor) and staff of Senator Kennedy (especially Stephanie Robinson).
- Joe Richardson and Sharon House, who coordinated this project for CRS, and Angela Smith, who coordinated the production of this report.
- The CRS staff who wrote the report, including:
  For education and training programs Vee Burke, David Burrelli, Carol Glover, Ellen M. Grigorian, Linda Levine, Ann Lordeman, Laura Monagle, Wayne Riddle, and Susan Vanhorenbeck
  For health programs: David Burrelli, Cecilia Echeverria, Lisa Herz, Sharon Kearney, Bob Lyke, Carolyn Merck, Evelyn Parizek, and Denny Snook
  For housing programs Richard Bourdon, Gene Boyd, Bruce Foote, Melinda Gish, Mary Tyszkiewicz, and Susan Vanhorenbeck
  For income support programs: Vee Burke, David Burrelli, Greg Esenwein, Melinda Gish, Paul Graney, Gerald Mayer, Joe Richardson, Dennis Snook, Carmen Solomon-Fears, and Louis Allen Talley
  For nutrition programs: Jean Jones and Joe Richardson
  For social services progmas: David Burrelli, Alice Butler, Suzanne Cavanagh, Bob Goldich, Ann Lordeman, Carol O'Shaughnessy, Karen Spar, Louis Allen Talley, David Teasley, Joyce Vialet, Roger Walke, and Ruth Wasem
- Margaret Dunkle, Director of the IEL Policy Exchange, who developed the template for *Asking the Right Questions About Programs for Children & Families*.
- Other staff of the IEL Policy Exchange, who assisted with the production of this report, including posting it on the Policy Exchange Web site: Megan Briggs, Alefia Ebrahimji, Scott Gates, Lauren Handel, Diego Hernandez and Gabe Migdal.

BEST COPY AVAILABLE